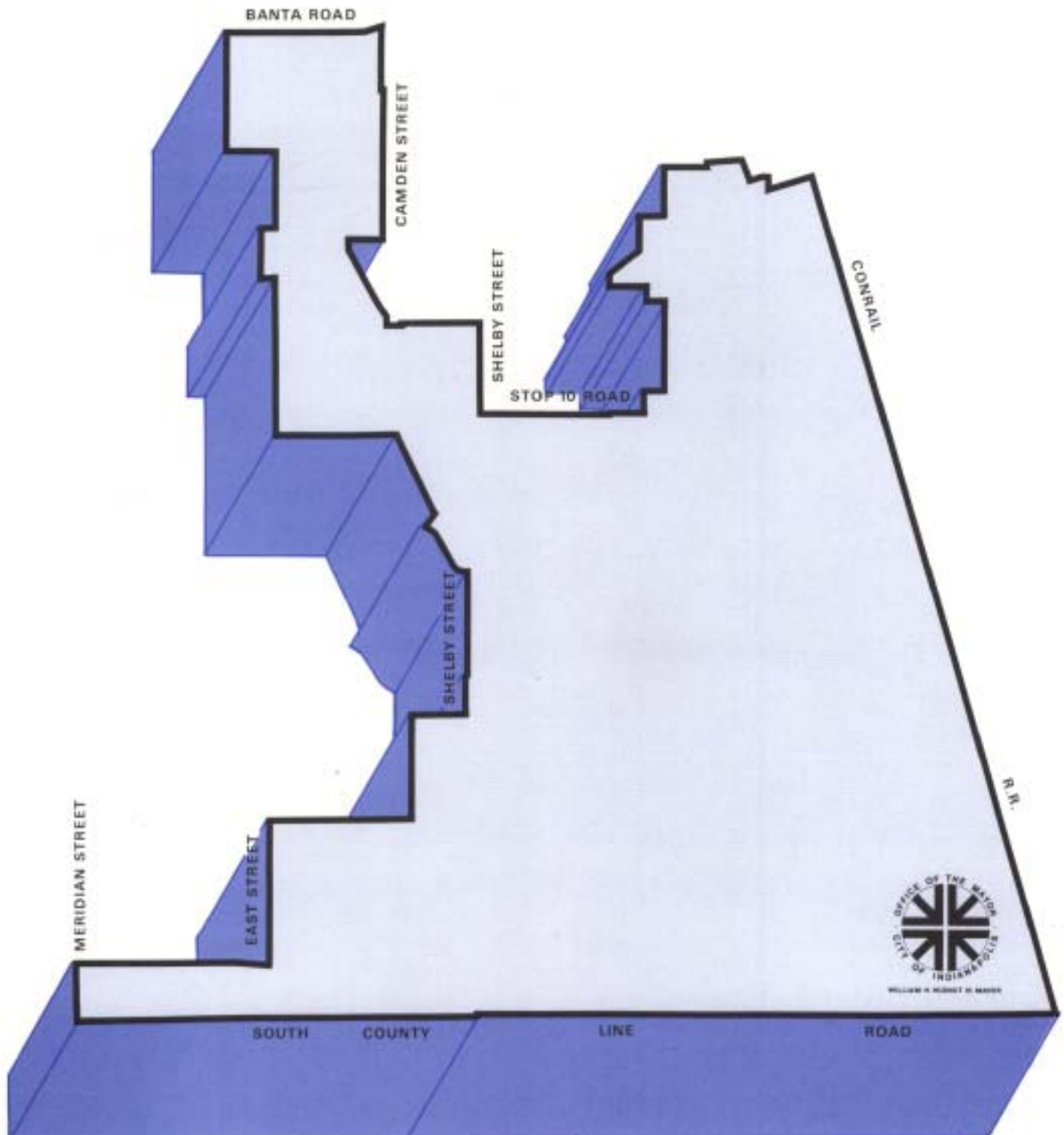


# U.S. 31 AND SOUTH MADISON AVENUE CORRIDOR PLAN



May, 1988

UPP 770

MAY, 1988

U.S. 31/SOUTH MADISON AVENUE  
CORRIDOR STUDY

PREPARED BY:

DEPARTMENT OF METROPOLITAN DEVELOPMENT  
DIVISION OF PLANNING  
INDIANAPOLIS - MARION COUNTY, INDIANA

## PURPOSE

The U.S. 31/South Madison Avenue Corridor Study comprises an area in South Perry Township bounded by Banta and Southport Roads to the north, County Line Road to the south, and the Conrail Railroad to the east. The western boundary includes Shelby, East, and Meridian Streets west of U.S. 31 (see Map 2).

The corridor exhibits a complex set of potentials and problems which have grown from the area's agrarian history. Its principal routes have evolved from early suburban/rural streets to primary north/south commercial thoroughfares.

The rapid growth of this area has created a need for land use management, under which remaining undeveloped land is examined to determine land uses beneficial to the area and a set of standards are developed to guide the renovation and continued growth of existing development.

To ensure that revitalization and continued investment in the corridor is properly directed and properly serves the entire community, planning and development must occur in a manner benefiting not only developers and businessmen, but the surrounding neighborhoods and residents as well.

The plan describes the development and changes which have occurred in the corridor. It then presents the existing conditions in the area, assessing the assets and liabilities of these conditions. Beyond this, goals and objectives are formulated based upon the previously examined information. These goals and objectives are established to guide aesthetic, land use, and economic improvements. Finally, detailed recommendations for specific improvements are presented to guide both public and private investment.

Once the plan is adopted by the Metropolitan Development Commission, it will serve as a "blueprint" for growth and development in the corridor. The adopted plan will help ensure that changes proceed in a comprehensive way that is compatible with existing uses, adjoining areas of the City, and surrounding communities in bordering Johnson County.

Corridor Study for  
U.S. 31/South Madison Avenue

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## Executive Summary

The U.S. 31/South Madison Avenue Corridor Study is a detailed analysis and long-term plan for the areas along U.S. Highway 31 from Banta Road to South County Line Road, and along Madison Avenue from Southport Road to South County Line Road. The corridor study represents a cooperative effort between the Division of Planning staff, other City agencies, and representatives of the area resident and business communities. These groups worked together to develop strategies for the corridor which will help guide development for the next twenty years.

### I. USE OF THE STUDY

The U.S./South Madison Avenue Corridor Study will provide a basis for both public and private investment decisions. The plan will serve as a primary tool in preparing staff comments in rezoning and variance cases and for making decisions about capital improvements. The study will also be used to guide the allocation of community development and/or other funds earmarked for the area.

Although the study serves as a guide, actual implementation will depend on joint public/private action and in some instances private action alone.

The implementation strategies outlined in the study stress a continued, long-term commitment to the corridors. In addition, the study does not merely outline what the City will be doing to aid the corridors, but what all involved groups will need to do together in order to implement the plan. Long-term commitment and effort from businesses and private sector interests, as well as the City, are essential.

### II. SCOPE OF THE STUDY

The U.S. 31/South Madison Avenue Corridor Study analyzes the key components of the area and their interrelationships. Commercial, transportation and public safety, among other components, contribute to the functioning and appearance of the area. In order to properly plan for the future of the corridor, the interaction of all major elements of the neighborhood must be taken into consideration.

The five following areas define the scope of the study as they relate to the past, present and future of the corridor.

1. Corridor development and change
2. Current physical status of the corridor
3. Corridor assets and liabilities

4. Goals and objective for the future of the corridor
5. Needed action to attain the previously mentioned goals

These topics provide the framework for the plan's research and recommendations.

### III. ASPECTS OF THE PLAN

The study is divided into the following sections:

- A. Research and Analysis -- this section forms the basis for the recommendations of the study
  1. Provides information on:
    - History and development of the corridor
    - Existing conditions
    - Assets and liabilities
  2. Outlines
    - Goals and objectives
- B. Action Plan -- this section develops tools to guide corridor development and plan implementation.
  1. Utilizes a set of overall corridor recommendations to develop:
    - Land use plan
    - Zoning plan
    - Specific site/design recommendations
    - Tax abatement plan
    - Implementation by category, need and priority
- C. Design Standards -- This section details both the architectural and site/design components which are appropriate and consistent with the existing conditions or physical and "aesthetic" recommendations of the planning committee within the study area.

### IV. MAJOR PLAN RECOMMENDATIONS

The following segments of the plan outline major corridor recommendations.

#### GENERAL RECOMMENDATIONS/GOALS

##### A. Commercial

1. To maintain the economic vitality of the commercial areas by working with both the public and private sectors to provide incentives and guidelines for new development or renovations of existing commercial uses.
2. To halt the physical and business deterioration on Madison Avenue by developing standards and strategies for future investment.

B. Residential

To maintain and expand the housing stock surrounding the corridors.

C. Industrial

1. Prevent development of new industry in study area.
2. Work with the City of Southport to remove/relocate all industry from the study area where such uses are in conflict with residential development, redeveloping this land for residential use.

D. Transportation

To provide a safe and efficient vehicular transportation system sensitive to pedestrian movement which properly service businesses along U.S. 31, Madison Avenue, and the corridor area as a whole.

E. Public Safety

To develop and maintain a safe, secure environment in the corridor, thus creating a positive atmosphere for the revitalization and continued growth of the commercial and residential areas.

F. Appearance (Landscaping, Signs, Facades)

To enhance the physical appearance of the corridor which will, in turn, enhance the corridor's image stressing thoughtful urban design and aesthetic improvements in renovation and new construction.

G. Public Facilities

To enhance existing public facilities by integrating their improvement into the overall corridor plan, working with the facilities on elements of design/usage.

H. Zoning

To provide a coherent development of the study area which stresses proper zoning classifications which:

1. Assist commercial growth
2. Protect and maintain current investments
3. Anticipate and guide development of undeveloped land.

#### SPECIFIC RECOMMENDATIONS/ACTIONS

##### A. Overall Corridor

The general scheme for the corridor recommendations is as follows:

1. Discourage commercial encroachment into the surrounding residential areas by providing clear differentiation and buffering between these uses.
2. Remove substandard residences for redevelopment
3. Define and limit commercial uses to the properties bordering the three major thoroughfares:
  - a. U.S. Highway 31
  - b. South Madison Avenue
  - c. East South County Line Road
4. Review the appropriateness of zoning of currently vacant commercial land along the major thoroughfares for possible adjustment aimed at the reinforcement of the plan's commercial stabilization and improvement strategy.
5. Limit access points onto U.S. Highway 31 to allow more efficient traffic flow and fewer vehicular incidents through the use of interior circulation and access roads allowing the closure of redundant or underutilized curb cuts.
6. Develop frontage landscaping schemes for businesses, parking lots and strip commercial malls. Landscape islands in large parking lots would aesthetically improve the corridor as well as physically break up the "sea of concrete". Proper landscaping would not only improve the appearance of the corridor but, in some cases, would also increase property values.
7. Develop design standards for the renovation of existing buildings and the construction of new structures. These standards would address issues of facade renovation, height, materials, transitional yards, setbacks and signage.
8. Increase police visibility and their interaction with the corridor businesses and neighborhoods (i.e., neighborhood crime watch areas).
9. Work to restrict long-term industrial uses in the study area (i.e., rezonings and variances).

10. Redefine the zoning districts of the corridor to assist in the proper definition/separation of residential and commercial uses. In addition, rezone areas so that development conforming with the plan will be encouraged, and inappropriate uses would be discouraged.
11. Remove/relocate nonconforming uses and/or structures.
12. Coordinate and unify parking among commercial uses in keeping with overall corridor recommendation #5.
13. Maintain residential uses along Stop 11 and Stop 12 Roads.
14. Work with the Department of Public Works to address drainage problems in the area (i.e., Buffalo Creek south of Stop 11 Road).
15. Begin/continue improvements to Stop 11, Stop 12 and South County Line Roads, thus improving east-west traffic flow.
16. Decrease traffic on, or expand the "average daily traffic" capacity of U.S. Highway 31.
17. Work with the State Department of Highways to develop an interchange at I-65 and South County Line Road to improve accessibility to Greenwood and decrease the burden on U.S. Highway 31.

B. Land Use Plan

The land use plan for the U.S. 31/South Madison Avenue Corridor Study is designed as a detailed update of the Marion County Comprehensive Plan for the study area. The following major objectives are addressed by the plan:

1. Enhancement and unification of commercial uses fronting Madison Avenue, South County Line Road, and U.S. Highway 31.
2. Preservation of single family residences.
3. Development of a general land use policy which provides stronger boundaries between commercial and residential uses. The plan takes into account the current mixed-use nature of the corridor, as well as the residential areas that border it, and attempts to provide a strong delineation of each use.

4. Long term removal of industrial use in the study area. The area currently occupied by the industrial use is more appropriately residential in nature.
5. Buffering the intense commercial uses along the corridors from less intense single family residences with a transitional use (i.e., multi-family residential, office).
6. Limit auto-related uses, and position them at intersections along the major thoroughfares.
7. Strengthen the residential uses preventing commercial uses from intruding into the residential area.

C. Zoning Plan

The following are recommendations for zoning changes within the study area. These recommendations are based upon the plan's proposed land use and the desire to solve present conflicts. The zoning plan is designed to accomplish the following objectives:

1. Properly zone various properties whose use, although appropriate, is not matched by an appropriate zoning classification.
2. Downzone certain segments of the corridors to a less intense use of the same zoning classification. Commercial downzoning along all the corridors is important, since these classifications often allow uses inappropriate for the corridor.
3. The zoning plan takes the land use plan one step further in limiting the uncontrolled expansion of commercial uses. The zoning plan strengthens the boundaries of the current single family residences and protects them from commercial intrusion.

Recommendations for rezoning should be prioritized in the following manner:

Priority I -- Immediate action  
Priority II -- Long term action

D. Design Standards

The design proposals are explained in terms of the specific improvement itself and how it fits into the overall corridor scheme. The correlation of improvements is stressed. Finally this section

relates the goals/objectives and recommendation sections of the plan to actual physical design.

The following standards are recommended for the US 31/South Madison Avenue Corridor Study to:

- 1) Develop human and pedestrian scale in a typically high-volume, active, automobile-oriented corridor.
- 2) Minimize, to the extent possible, negative impacts of new development and buffer adjacent residential uses.
- 3) Contribute to positive visual perceptions of the corridor.
- 4) Add to overall quality of area through improved site organization, visual quality, and reasonable maintenance.

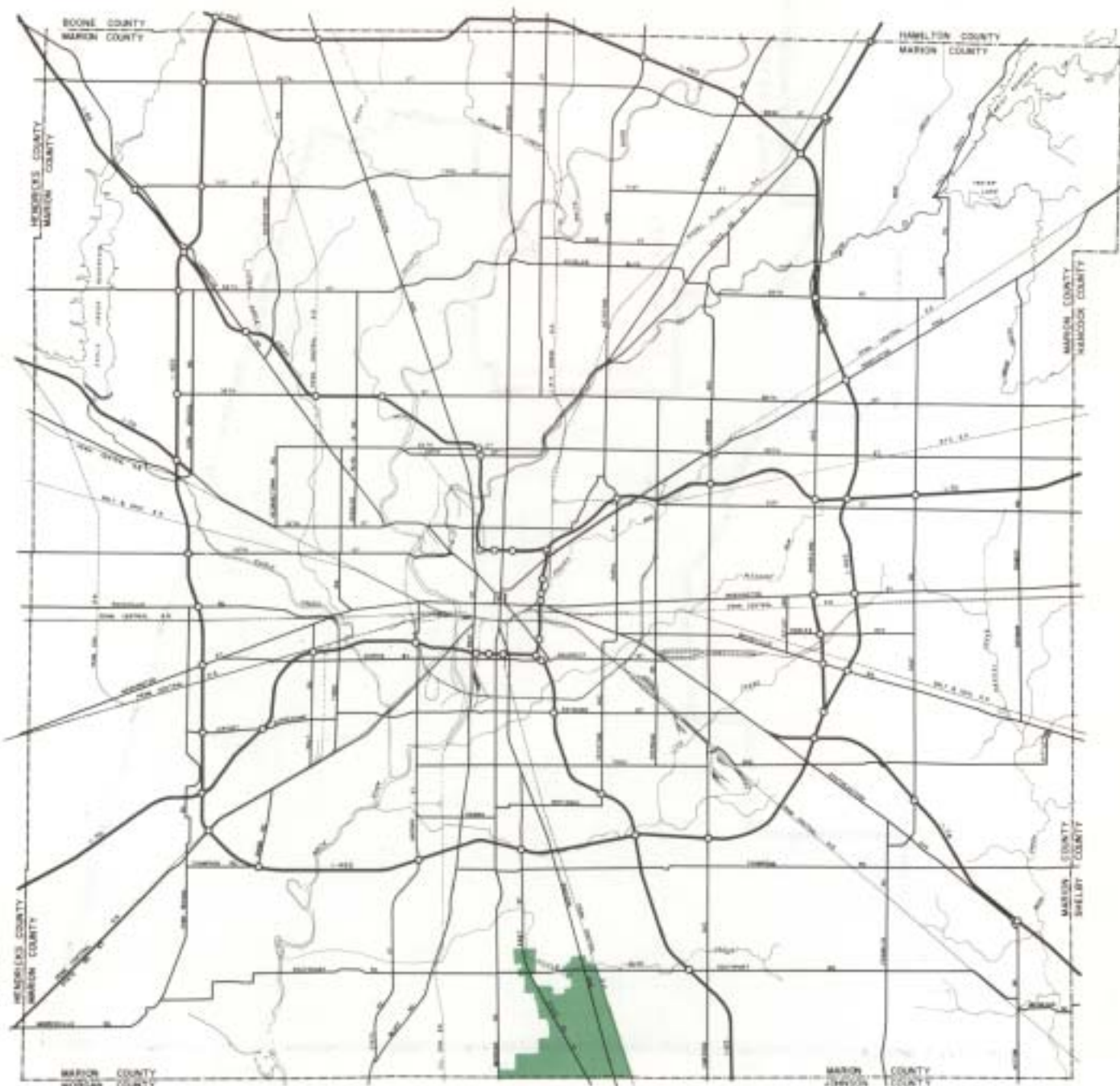
The US 31/Madison Avenue Corridor Plan, in conjunction with these standards, will:

- 1) Give property owners and developers a clear idea of what type of development is appropriate in this area, and
- 2) Establish guidelines for City planning staff review of zoning and variance cases and the review of any development seeking public assistance or funding.

Corridor Study for  
U.S. 31/South Madison Avenue

Part One -- Research/Analysis





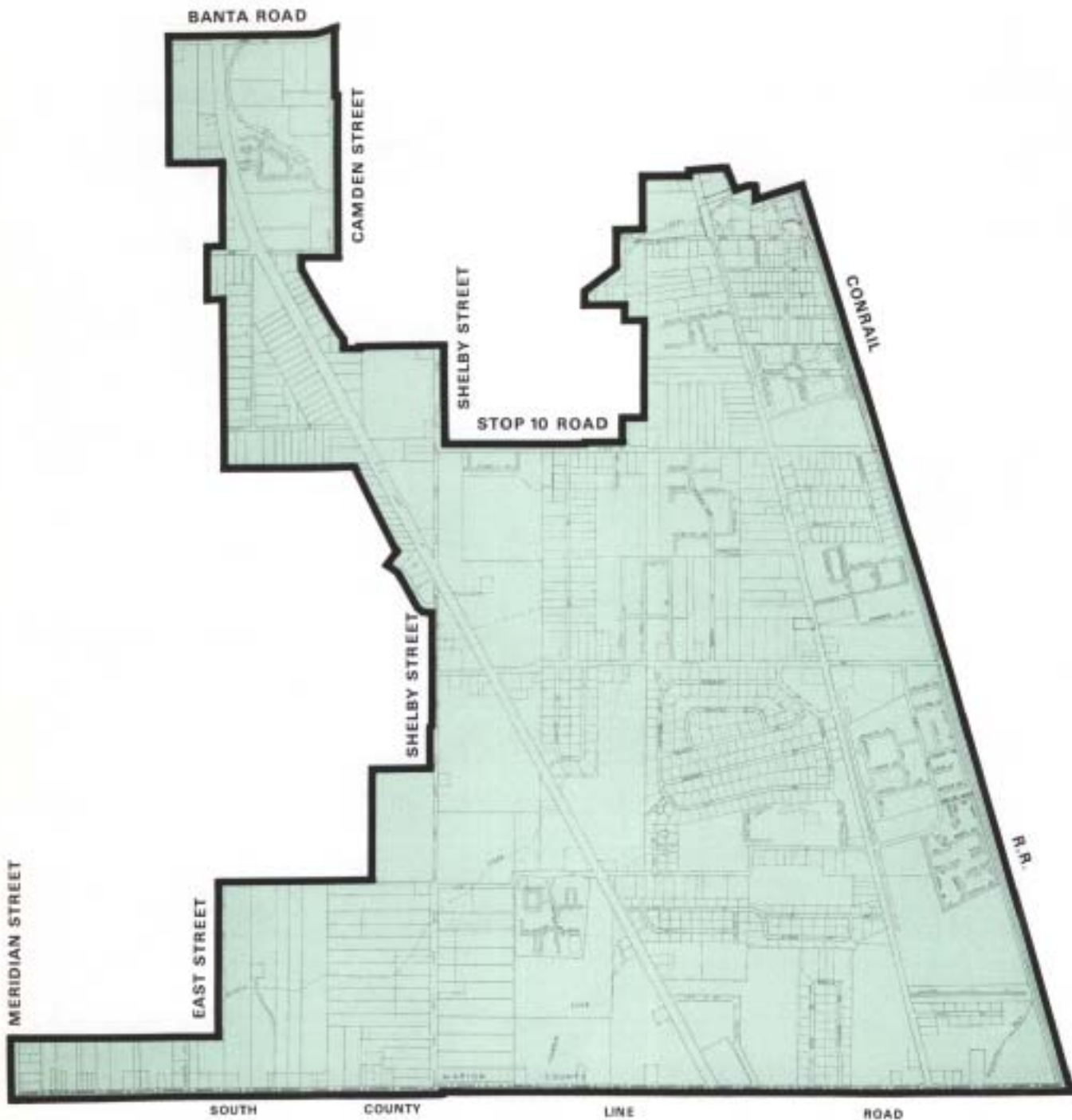
## U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN

### MAP ONE / LOCATION MAP

The preparation of this map  
was financed in part by  
a Community Development Block Grant



May, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana



# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 2 / CORRIDOR STUDY BOUNDARY**

## Section One: Background Information

### Introduction

This section provides information on the historical development and current condition of the corridor. This information is used to aid in the identification and analysis of existing conditions in the corridor.

Subsection One of this background information provides a brief historical sketch describing how the U.S. 31/South Madison Avenue Corridor evolved into a heavily commercialized area.

Subsection Two lists the significant features and focal points of the corridors. These are the features that give the corridors their unique physical and perceptual appearance.

Subsection Three provides a demographic study of the area in order to derive "who" lives in the area.

Subsection Four details the land use changes which have occurred over the past thirty years, illustrating the dramatic growth of multi-family and commercial uses within the study area.

## 1. Historical Development

Three elements have shaped the development of the U.S. 31/South Madison Avenue study area. The first is the influence on the corridors by the City of Southport. Transportation improvements and advancements are the second element that played a major role in the expansion of the southside. The third is the construction of commercial uses south of the county line in Johnson County, creating jobs and consumer activity in a once agrarian area.

### Southport

Delaware Indians first inhabited the banks of Buck Creek from 1800 until the Indian Evacuation of 1820. Before this, land was opened up for sale to pioneers in the east, encouraging settlement into the area. The land along Madison Road and Buck Creek, that later became Southport, was entered by Jacob Smock and Randal Litzey in 1822 and by Samuel Brewer in 1823. In 1828, stage coach runs between Indianapolis and Madison, Indiana, stopped at Buck Creek for rest and supplies. Passing through Southport, the Madison and Indianapolis railroad was the first state railroad, (the first train entered Indianapolis on this line in approximately 1841). After the railroads arrival, town plots were surveyed and the settlement spread to both sides of the rail-line.

### Transportation

From 1834 to 1850 Indiana devoted nearly all of its public resources, including a sizable land grant from Congress, to the construction of canals and pikes. With the failure of the canal system the interest and construction of railroads was renewed. Nothing of importance was done toward building railroads before 1850 with the exception of the Madison and Indianapolis rail line, which was built around 1827. Today this is the Conrail line running parallel to and east of Madison Avenue.

The intent of the line was to link the entire state of Indiana to the city of Madison. Goods, such as stone, timber, and farm products would travel by rail to the Ohio River at Madison, where they would be loaded onto barges for distribution throughout the country. This dream was never fully realized but the success of the Madison and Indianapolis from 1846 to 1850 caused excited interest in railroad building in all parts of Indiana. This new emphasis on railroads contributed to the rural nature and slow growth of the southside.

Prior to rapid transit and improved roadways, the U.S. 31/South Madison Avenue study area was virtually inaccessible from the City of Indianapolis. Railroad grade

crossings and industrial development along the rail lines made travel between Indianapolis' central business district and the far southside difficult. To work in the City while living in this area was virtually impossible.

Around the turn of the century the electrified urban street car known as the Inter-Urban Line provided the first regular link for southsiders to the downtown area. The line traveled down what is now Madison Avenue. The "inter-urban" brought prosperity to the area enabling all who desired to travel to and from Indianapolis a means to do so. The inter-urban more closely united the study area with the rest of the city making it one of the most important points of progress for south Perry Township.

The current land uses in south Perry Township can be directly related to relatively recent changes in the transportation links to the city. The first step leading to the development in the south occurred in the 1920's when the railroad grade crossings between the downtown and the southside were elevated. The inter-urban was also developed about this time. The second step occurred in the 1950's with the construction of the Madison Avenue Expressway. The expressway ran through the industrial belt between the inner-city and southern Center and Perry Townships, thus allowing access by commuters. The third step occurred in the 1960's and early 1970's, when Interstates 65 and 465 were built, greatly improving accessibility to the entire southside. These events have made it possible for people to commute downtown to work yet live within the boundaries of this study area.

#### Johnson County

Greenwood Park Mall, originally built in the mid 1960's, was also a direct result of the improved transportation system on the south side of Marion County. The building of the mall created a demand and an opportunity for further commercial development along U.S. Highway 31 and Madison Avenue, both major north-south arterials.

The actual land use changes between the 1950's and the present are illustrated on Maps 5, 6, and 7 (See Section One, Subsection Five; Land Use Changes 1956-1987.)

#### Apartment and Condominium Development

The improved transportation conditions in Southern Perry Township opened the way for residential (single family and multi-family) development in the area. A natural progression was followed in the development of residential uses along the corridors. The transportation improvements of the early 1960's was followed by the rapid residential development in the mid to late 1960's and early 1970's (the following table will show the condominium and apartment development in the area since 1964).

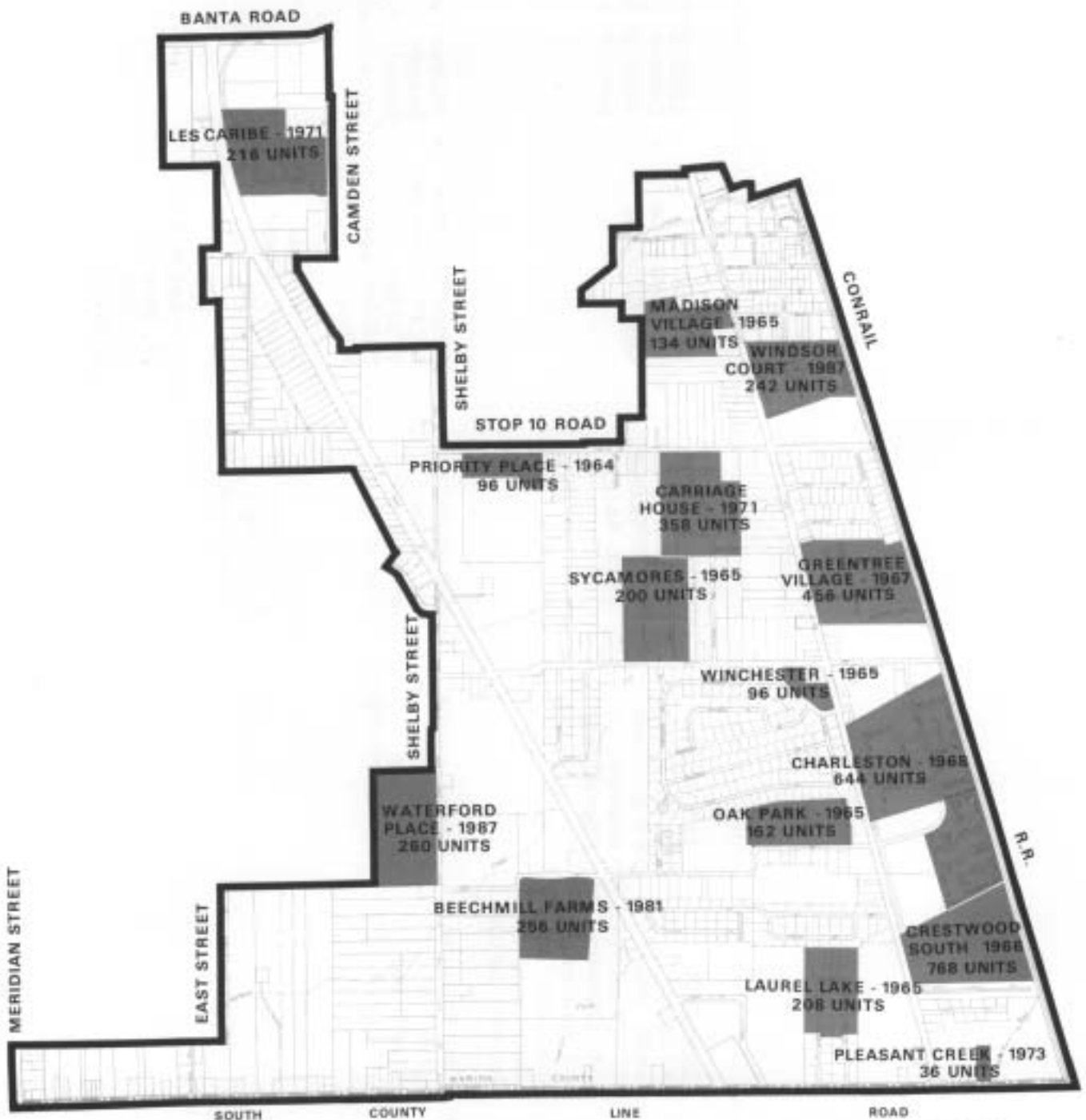
# Apartment and Condominium Development Since 1964

<u>Condominiums</u>	<u>Units</u>	<u>Year</u>
Country Estates	76	1972
Casa Del Prado	286	1972
<u>Apartments</u>		
Priority Place	96	1964
Laurel Lake	208	1965
Oak Park	162	1965
Winchester	96	1965
Madison Village	134	1965
Sycamores	200	1965
Crestwood South	768	1966
Greentree Village	456	1967
Charlestons	644	1968
Carriage Houses	358	1971
Les Caribe	216	1971
Pleasant Creek	36	1973
Beechmill Farms	256	1981
Waterford Place	260	1987
Windsor Court	242	1987

From the table, it is evident that the strongest apartment activity occurred in the mid 1960's. Apartment construction from 1964 to 1968 alone accounted for 2,806 units, making this time period one of concentrated multi-family residential construction. (See Map 3).

## Historical Structures

The 1977 survey of Marion County noted a number of buildings in Southport, outside the study area, as being historical structures. The survey did identify one building, an "Italianate Styled Blockhouse," within the study area in the 2000 block of Southport Road. The building was noted but not officially recorded, possibly indicating the surveyors believed the building's historical significance to be marginal.



## U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN

### MAP 3 / MULTI-FAMILY DEVELOPMENT

The preparation of this map was financed in part by a Community Development Block Grant



MAY, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

Historical Development Synopsis: Time Line  
U.S. 31/South Madison Avenue Corridor Study

Pre 1900	1900-1950	1950-1960	1960-1970	1970-1980	1980-Present
<ul style="list-style-type: none"> <li>- Development of Indianapolis &amp; Madison Rail Line</li> </ul>	<ul style="list-style-type: none"> <li>- Railroad Grade crossings elevated between the business district (downtown) and the southside</li> </ul>	<ul style="list-style-type: none"> <li>- Development of Madison Avenue Expressway</li> </ul>	<ul style="list-style-type: none"> <li>- Construction of Greenwood Park Mall</li> </ul>	<ul style="list-style-type: none"> <li>- Condominium development</li> </ul>	<ul style="list-style-type: none"> <li>- Commercial development continues</li> </ul>
<ul style="list-style-type: none"> <li>- Southport becomes first Marion County city to be incorporated</li> </ul>	<ul style="list-style-type: none"> <li>- Area remains agrarian except for Southport</li> </ul>	<ul style="list-style-type: none"> <li>- Small areas begin to develop residentially</li> </ul>	<ul style="list-style-type: none"> <li>- Construction of Interstates 65 and 465</li> </ul>	<ul style="list-style-type: none"> <li>- Construction of Winchester Village Elementary School</li> </ul>	<ul style="list-style-type: none"> <li>- University Heights Hospital constructed</li> </ul>
<ul style="list-style-type: none"> <li>- Development of interurban</li> </ul>		<ul style="list-style-type: none"> <li>- Sharp increase in housing construction</li> </ul>		<ul style="list-style-type: none"> <li>- Commercial development begins</li> </ul>	
				<ul style="list-style-type: none"> <li>- Interstate 65 is completed through downtown</li> </ul>	

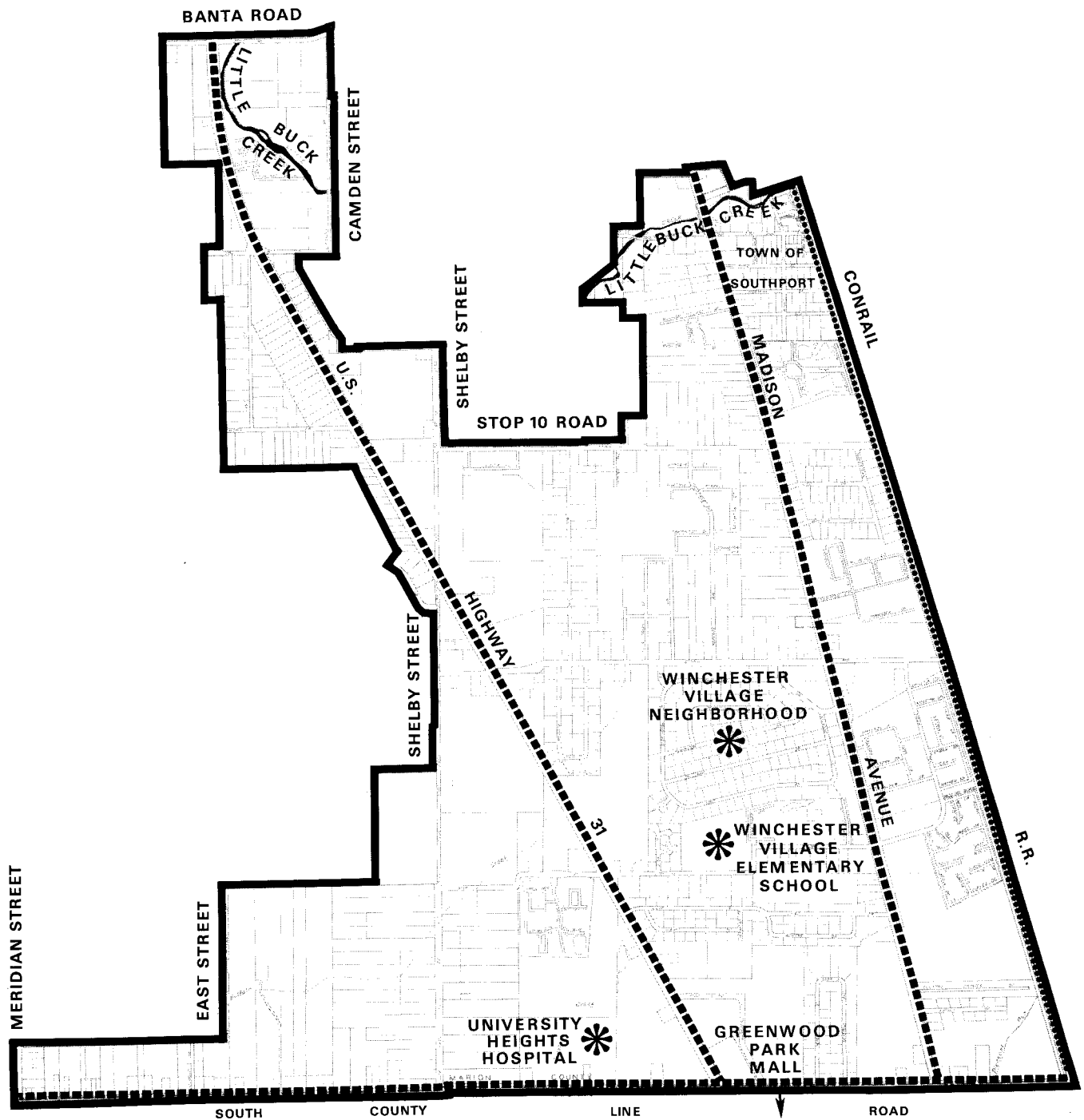


## 2. Significant Features/Focal Points

It is important to identify significant "landmarks" (buildings, features, etc.) in the U.S. 31/Madison Avenue Corridors since they give the corridor its' unique identity. This section of the plan lists some of the outstanding features of the study area (see Map 14).

- a. The University Heights Hospital is located on South County Line Road, west of U.S. Highway 31. This is the only hospital in the area. Built in August of 1984 the structure is located at a higher elevation than the surrounding buildings thus dominating the view from South County Line Road.
- b. Winchester Village Elementary School is located between U.S. 31 and Madison Avenue on the north side of Stop 12 Road. This is the only school in the study area. The school was built in 1971 and draws its students from the surrounding area. (See Existing Conditions: Selected Community Services)
- c. The Little Buck Creek is located in the northern quarter of the study area. The banks of the creek are tree and shrub lined, supplying visual relief from surrounding man-made development.
- d. Greenwood Park Mall, located outside of the study area in Johnson County, draws approximately 250,000 customers a week. This has significantly affected the transportation and land use conditions in the study area.
- e. U.S. Highway 31 is a primary arterial (see Existing Conditions: Transportation) running north to south. It is a major commuter thoroughfare dominated by "strip" commercial shopping centers.
- f. The section of Madison Avenue located in the study area is also a primary arterial thoroughfare. This thoroughfare is flanked by multi-family and small commercial uses.

- g. South County Line Road divides Marion and Johnson Counties, and is a heavily traveled secondary arterial acting as the southern boundary for the study area. The increase in traffic has drawn interest from the Department of Transportation resulting in a road improvement/widening project. (See Section Two: Existing Conditions; Transportation)
- h. The Southport area contains the oldest residential and commercial structures in the study area. This area, located in the northeast corner of the corridor study area, also has the only industrial use in the area.
- i. The Conrail line running parallel to Madison Avenue is a major physical boundary for the study area. This currently active rail line is also historically significant (see Section One: Historical Development of the U.S. 31/South Madison Avenue Corridor Area).



# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 4 / SIGNIFICANT FEATURES / FOCAL POINTS**

The preparation of this map  
 was financed in part by a  
 Community Development Block Grant



MAY, 1988  
 Department of Metropolitan Development  
 Division of Planning  
 Indianapolis-Marion County, Indiana

### 3. Demographic Profile

The Perry Township border with Johnson County has been an area of accelerated growth in Marion County since the early 1960's. Spurred by the general movement toward suburbanization in Indianapolis, substantial growth occurred during the decades of the 60's and 70's between and adjacent to the two principal north-south thoroughfares serving the south-central portion of the county (U.S. Highway 31 and Madison Avenue). As testimony of this growth, the population of Perry Township's two southernmost Census Tracts (3810 and 3812) grew 235% during this time -- from 7,034 to 20,987. Housing units in the two tracts also increased over 300% in the two decades -- from under two thousand in 1960 to over 8,000 in 1980. As evidence of its continuing growth, Census Tract 3812.12 (which was split by the Census Bureau for the 1980 Census due to its growth during the 70's) will this time be trisected by the Bureau for purposes of the 1990 Census.

Of specific concern to this study is the "isthmus" created between the U.S. Highway 31 and Conrail transportation corridors in southern Perry Township to the Johnson County line. It is of prime interest since, in 1980, virtually the entire population of the study area -- 8,632 persons -- resided within its confines.

This corridor was principally developed in the mid-Sixties and early Seventies. In 1965, more than 900 building permits were issued for new apartment construction in the area while the following year saw the platting and development of Crestwood Apartments. The benchmark year in the buildup of the corridor, however, was 1968 when ground was broken for the Greentree Village, Wyandotte and Charleston apartment complexes. 1972 saw the addition of 362 condominium units with the completion of the Casa del Prado and Country Estates developments.

As may well be expected, construction of this nature and magnitude had a dramatic effect on the housing mix of the corridor. While owner-occupied housing in Marion County constituted approximately 60% of its housing stock in 1980, only 27% of the housing stock in the subarea was owner-occupied. Better than seven of every ten occupied units were rental units. Although the number of owner-occupied units increased a healthy 135% between 1960 and 1980, this increase pales in comparison to the 2,350% increase in households residing in rental units over the same period of time.

These changes coupled with general demographic trends over the period, also produced pronounced differences in the composition of the resident population of the area. Between 1960 and 1980, the population of Census Tracts 3810 and 3812 tripled while Perry Township experienced only a

70% increase and Marion County a 10% increase. Although the married population of the two tracts increased 171% (as compared to 60% for the township), the number of single persons 16 years of age and over increased at twice this rate, or 346% (versus 163% for the township). The average number of persons per household in Perry Township was 2.66 which was slightly higher than the county mean. But the mean size of households in the Madison Avenue Corridor was only about 2.30 per unit.

An interesting dichotomy existed in the study area in 1980. Almost 19% of the population was over 64 years of age as compared to only 10% for Perry Township and Marion County. At the same time, almost one-fourth of the study area population (24%) was 18 years old or younger while the comparable percentage for the county was only 14.7. In fact, if one census block containing a retirement village housing 613 persons of ages 65 and over is factored out of the calculation the under 19 population was over 26% of the total 1980 population.

These latter demographic characteristics are generally indicative of a younger, more mobile population having yet to form or having only recently formed their own households and are most likely attributable to the apartment construction previously noted.

	<u>Madison Avenue</u>		<u>Corridor Study</u>		<u>Marion County</u>	
	<u>Madison Avenue</u>		<u>Perry Township</u>		<u>Marion County</u>	
	% Total		% Total		% Total	
<u>Population</u>	8,632		78,485		765,233	
White	8,592	(99.5%)	77,001	(98.1%)	601,092	(78.6%)
Black	40	(0.5%)	747	(1.0%)	155,310	(20.3%)
<6 yrs	696	(8.1%)	3,160	(4.0%)	33,177	(4.3%)
6-18	1,362	(15.8%)	8,118	(10.3%)	79,955	(10.4%)
65 & over**	1,614	(18.7%)	7,788	(9.9%)	79,298	(10.4%)
<u>Housing Units</u>	4,369		30,500		309,55	
Owner occupied	1,094	(27.2%)	18,738	(64.4%)	168,539	(59.1%)
Renter occupied	2,925	(72.8%)	10,352	(35.6%)	116,553	(40.9%)
Vacant	340	(7.8%)	1,377	(4.5%)	24,301	(7.9%)
Pers/unit	2.14		2.66		2.63	
Mean value*	\$51,013		\$47,810		\$41,854	
Mean rent*	212		211		190	
<u>Families</u>	2,316		21,733		198,463	

\* Mean values for the corridor are weighted averages.

\*\* Census Block 309 contained 613 "65 & over" persons. Factoring out this block, age percentages are:  
<6, 8.9%; 6-18, 17.4%; 65 & over, 10.2%

# Marital Status

<u>Census Tracts</u> <u>3810 and 3812</u>	<u>1960</u>	<u>1980</u>	<u>% change</u>
Married: Male & Female	3,668	9,933	+171%
% of total	52%	47%	
Single: Male & Female	787	3,509	+346%
% of total	11%	17%	
<u>Perry Township</u>			
Married: Male & Female	23,533	37,762	+60%
% of total	51%	48%	
Single: Male & Female	5,402	14,191	+163%
% of total	12%	18%	
<u>Marion County</u>			
Married: Male & Female	335,774	319,655	-5%
% of total	48%	42%	
Single: Male & Female	91,021	154,600	+70%
% of total	13%	20%	

Note: Marital status data applies to the population segment of the 15 years of age and older.

#### 4. Neighborhood Organization Involvement

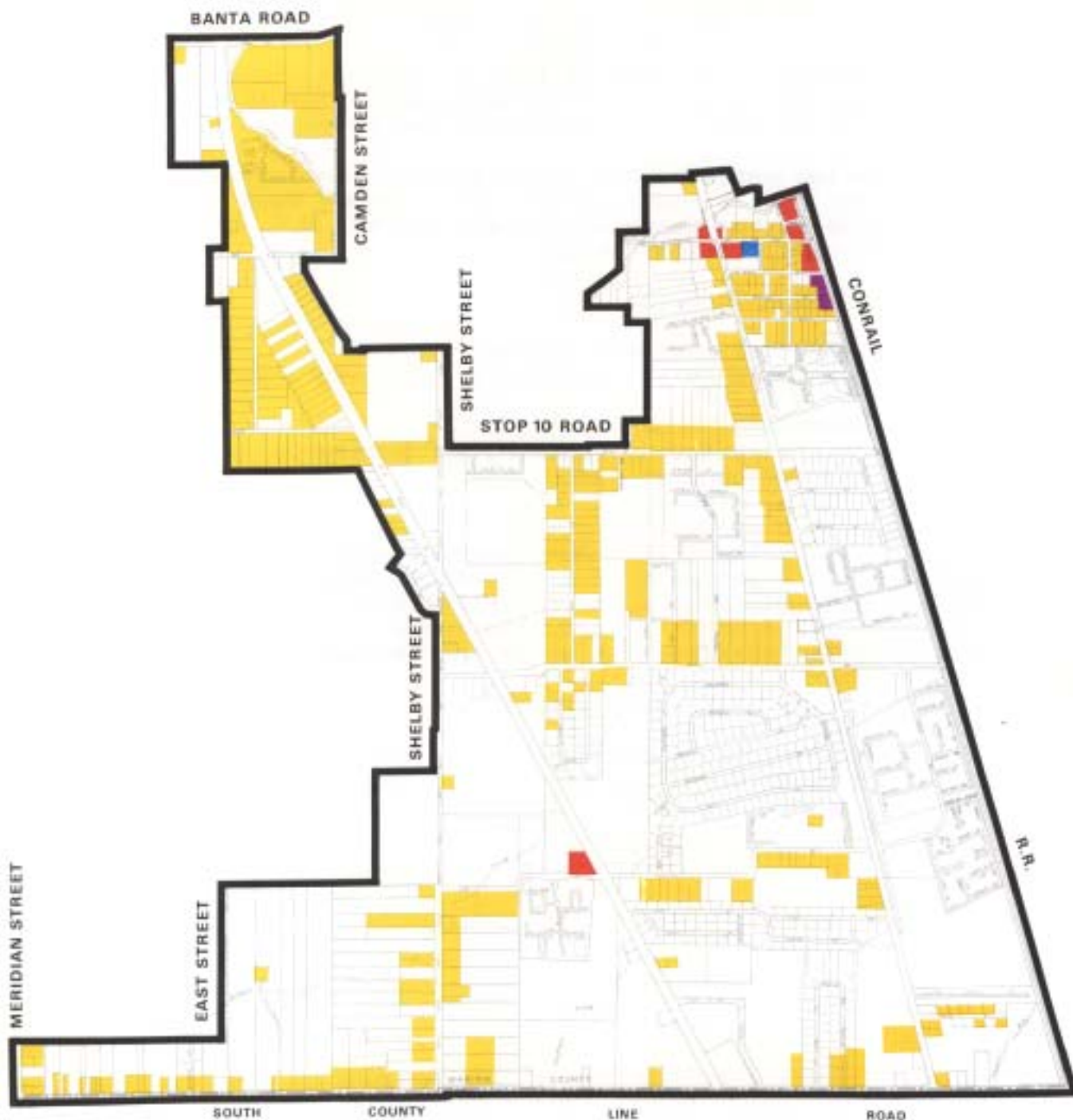
For a corridor study such as this to be comprehensive and meaningful, it is important to incorporate the ideas and suggestions of the area's residents and businessmen.

The following neighborhood organizations, municipalities, businesses, public agencies and civic groups were invited to participate in the planning process for the U.S. 31/South Madison Avenue Corridor Study.

Area businesses through:

- Completion of business survey
- Representation/participation on planning committee

Greater Southside, Inc.  
Greenwood, Department of Planning and Zoning  
Hill Valley Homeowners' Association  
Indiana General Assembly  
Indianapolis City-County Council  
Indianapolis Metropolitan Development Commission  
Indianapolis Department of Metropolitan Development  
Indianapolis Department of Transportation  
Indianapolis Department of Public Works  
Indianapolis Department of Parks and Recreation  
Johnson County Daily Journal  
Perry Township Assessor's Office  
Perry Weekly  
Republican Precinct Committee  
City of Southport  
The Spotlight



# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 5 / EXISTING LAND USE 1956**

<b>RESIDENTIAL</b>	<b>COMMERCIAL</b>	<b>INDUSTRIAL</b>
Single Family	Retail/Office	Light
	PUBLIC USE	

The preparation of this map was financed in part by a Community Development Block Grant



MAY, 1968  
 Department of Metropolitan Development  
 Division of Planning  
 Indianapolis-Marion County, Indiana



## 5. Land Use Changes 1956-1988

The U.S. 31/South Madison Avenue corridor has developed rapidly in recent years. This fact is illustrated by comparing the land uses for 1956, 1973 and 1988. This information was obtained by consulting aerial photography and the Polk's City Directory. Lists of the commercial, industrial, residential, public/semi-public and vacant land uses in the study area have been compiled over a thirty year period. The years 1956, 1973 and 1988 were chosen because of the relatively similar time spans and ready availability of information. Land uses for the corridor during the designated study years can be found on Maps 5, 6, and 7. These maps are graphic representations of the study area based on the information described above. It is evident from these maps that the land use in the U.S. 31/South Madison Avenue Study area has changed from rural and agrarian-based to intensely commercial in less than thirty years.

### 1956 (See Map 5)

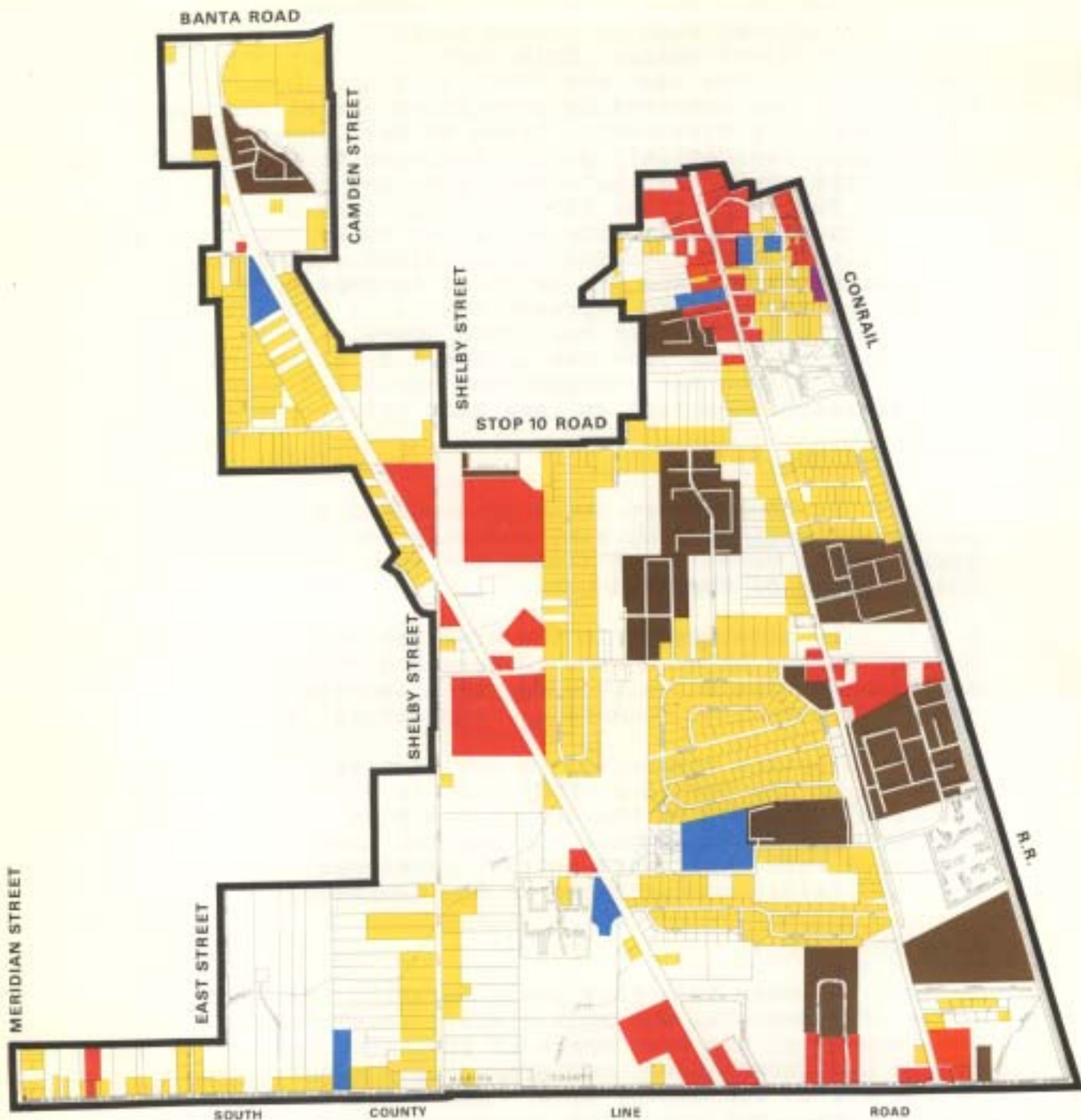
In 1956, southern Perry Township around U.S. 31 and Madison Avenue was dominated by single-family residences and agricultural uses. Crop fields and open spaces accounted for the majority of the land uses.

Preliminary development in the area had occurred along Madison Avenue between Stop 10 Road and Southport Road. In addition to single family uses, this section of the study area also contained commercial, industrial, and public uses.

There was little commercial or residential development pressure on the corridor study area in 1956 since the suburban expansion of the city had not yet affected land this far from the urban center. Commercial areas, such as Greenwood Park Mall, were not yet developed -- retail remained fairly concentrated in the downtown.

### 1973 (See Map 6)

In just 17 years this previously agrarian area began to show signs of commercial and multi-family development. Development of the area north of Southport Road on Madison Avenue had intensified, converting many single family residences to commercial uses. Elsewhere in the corridor agricultural land was being converted to retail and office commercial uses. New concentrations of commercial uses were found along U.S. Highway 31 and also along South County Line Road. Multi-family structures became abundant on the east side of Madison Avenue between County Line and Stop 10 Roads. Public uses also increased in the form of the Southport Post Office, four new churches, and the Winchester Elementary School. Also in this time period, in Johnson



# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 6 / EXISTING LAND USE 1973**

<b>RESIDENTIAL</b>	<b>COMMERCIAL</b>	<b>PUBLIC USE</b>
Single Family	Retail	
Multi-Family	Office	<b>INDUSTRIAL</b>
		Light

The preparation of this map was financed in part by a Community Development Block Grant



MAY, 1988  
 Department of Metropolitan Development  
 Division of Planning  
 Indianapolis-Marion County, Indiana

County, the Greenwood Park Mall was built. This 715,000 sq. ft., open-air commercial mall, built in 1965 just south of the county line, significantly influenced the future development of the U.S. Highway 31/South Madison Avenue study area.

#### 1988 (See Map 7)

A significant change in the study area from 1973 to 1987 was the increase in commercial uses, principally auto-related uses. Greenwood Park's influence was still being felt in the area, as the Johnson County mall was rehabilitated and enclosed in 1983. County Line Road and U.S. Highway 31 exploded in commercial uses in response to the increased residential population and the through traffic to Greenwood Park Mall. Multi-family uses continued to locate along Madison Avenue and commercial shopping centers became the dominant visual feature bounding U.S. Highway 31.

The following portion of the text analyzes the land use changes which have occurred, offering specific measures of change including absolute (quantitative) changes, percent change, and percent of the total land by use from 1956 to 1988. Tables A through D present the information compiled based upon acres devoted to specific land uses. The figures compiled in Tables A through D are based on an acre to acre comparison.

#### Residential (Single Family)

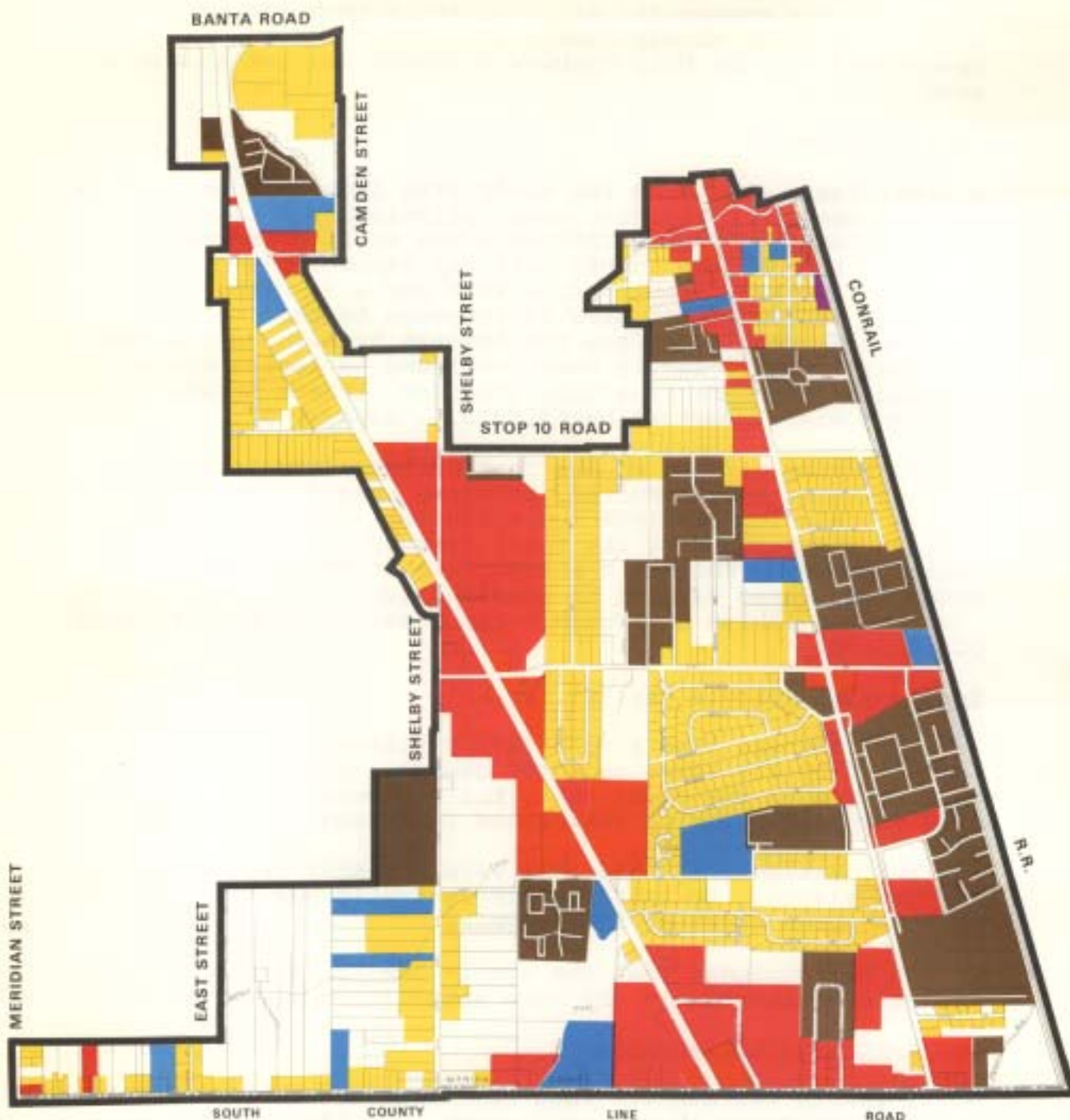
Between 1956 and 1988 single family residential land use increased by 133 acres or a 40% change. Compared to the total acres in the study area, the increase in the total land used for single family residences increased only 8 percent.

In 1956, residential land uses were strongly represented in the study area. By 1973 the single-family housing stock was only 10 acres short of 1988 totals.

It can be concluded that the single family residential uses in the area are stable and were established prior to 1973.

#### Residential (Multi-Family)

Multi-family residential uses represent the second largest development force in the study area. In 1956 there were no multi-family uses in the area. By 1973 there were 217 acres devoted to multi-family uses. This number increased to 300 acres by 1988. This denotes a 38% change between 1973 and 1988. New multi-family construction is continuing throughout the study area.



## U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN

### MAP 7 / EXISTING LAND USE-1986

<b>RESIDENTIAL</b>	<b>COMMERCIAL</b>	<b>PUBLIC USE</b>
Single Family	Office-Retail	
Multi-Family	Auto Related	<b>INDUSTRIAL</b>
		Light

The preparation of this map was financed in part by a Community Development Block Grant



MAY, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis Marion County, Indiana



This increase in multi-family uses represents a significant influx of residents to the area. These uses act as excellent buffers between commercial and single family residences, as well as providing a population base for commercial uses.

#### Commercial

Land used for commercial purposes increased 3650 percent between 1956 and 1988. Commercial land use jumped from 10 acres in 1956 to 365 acres in 1988. This land use represents 22% of the total land in the study area and is second only to single family residential uses (27%). This period saw the development of strip malls and auto related uses. The majority of rezonings in the area were to commercial classifications and occurred along U.S. Highway 31 extending into Greenwood. The growth of retail establishments closely parallels the increase in area population.

#### Industrial

Land use for industrial purposes has not changed since 1956. There are only 2.0 acres of industrial land representing 0.1 percent of the total acreage in the study area.

#### Public Use

Public and semi-public uses increased by 82 acres from 1956 to 1988. In 1973 there were 31 acres devoted to these uses. Today the public uses account for 5 percent of the total land in the study area, making this the second smallest, developed land use (by acre) in the area. The industrial land use category is the only classification with less acreage.

#### Vacant/Undeveloped Land

In 1956, 80 percent of the land in the study area was undeveloped (including farm land), and 19 percent was single family residential. In 1973, 50% of the land was undeveloped and 27% was single family. In 1988, 29% of the land was undeveloped, and 27% was residential. This evidence shows the transformation from single family residences and farms (99% in 1956; 56% in 1988) to more intense land uses.

# Land Use Changes

Table A

<u>Land Use</u>	<u>Total Acres</u>			<u>% of</u>		<u>% of</u>	<u>Total</u>	<u>1988</u>	<u>% of</u>	<u>Total</u>	<u>Absolute</u>	<u>Change</u>	<u>1973-1988</u>
	<u>1956</u>	<u>% of</u>	<u>Total</u>	<u>1973</u>	<u>% of</u>								
Residential													
Single Family	337	19%		460	27%			470	27%		133	40%	10
Multi-Family	0.0	0%		217	13%			300	17%		300	--	83
Commercial	10	0.6%		150	9%			375	22%		365	3650%	225
Industrial	2.0	0.1%		2.0	0.1%			2.0	0.1%		0	0%	0
Public Use	1.0	0.06%		31	2%			83	5%		82	8200%	52
Vacant Land	*1380	80%		870	50%			*500	29%		-880	-64%	-370
Total	<u>1730 acres</u>												

\*includes farm land

Note: Columns will not always total due to rounding



# Zoning Changes

Table B

Land Use	<u>Total Acres</u>		<u>% of Total</u>	<u>1988</u>	<u>% of Total</u>	<u>Absolute change</u>	<u>% change</u>
	<u>1973</u>						
Residential							
Single Family	204		12 %	204	12 %	0	--
Multi-Family	217		13 %	300	13 %	83	38 %
Commercial	130		8 %	385	23 %	265	204 %
Industrial	20		1.0 %	0	0 %	0	--
Public Use	30		2 %	92	5 %	62	173 %
Agricultural	1129		66 %	729	42 %	-410	-35 %
Total	<u>1730</u> acres			<u>1730</u>		<u>410</u> Acres Developed	

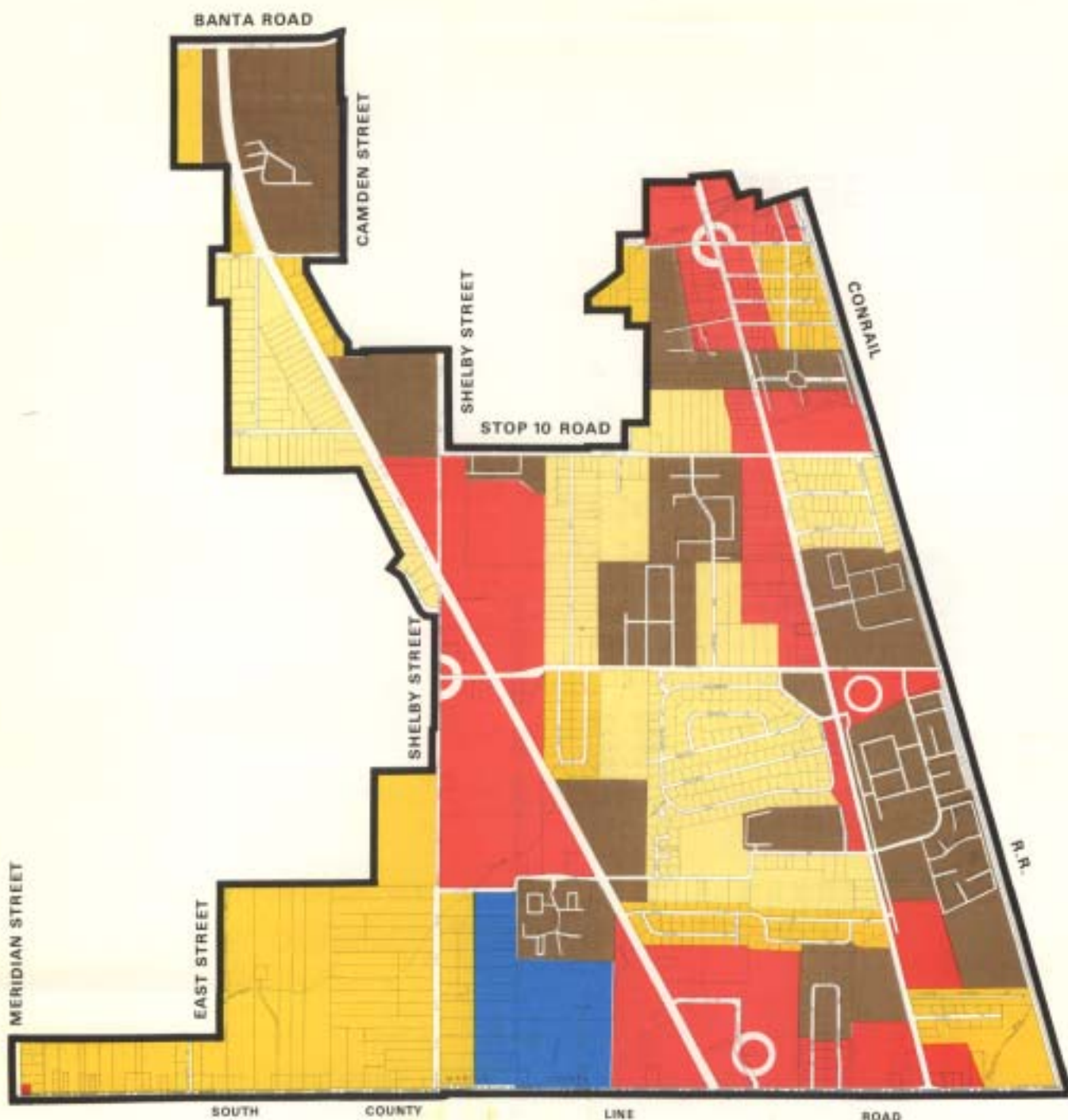
Note: Columns will not always total due to rounding



Zoning/Land Use Comparisons  
Table C

<u>Land Use</u>	<u>1988 Zoning</u>		<u>1988 Land Use</u>		<u>Comprehensive Plan</u>	
	<u>Acres</u>	<u>% of Total</u>	<u>Acres</u>	<u>% of Total</u>	<u>Acres</u>	<u>% of Total</u>
Residential						
Single Family	204	12%	470	27%	715	41%
Multi-Family	300	13%	300	17%	490	28%
Commercial	385	23%	375	22%	459	27%
Industrial	20	0%	2	0.1%	0	0%
Public Use	92	5%	83	5%	66	4%
Undeveloped/ Vacant/						
Agricultural						
Zoning	729	42%	500	29%	0	0%
Total	<u>1730 acres</u>		<u>1730</u>		<u>1730</u>	

Note: Columns will not always total due to rounding



## U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN

### MAP 9 / COMPREHENSIVE PLAN

- |                  |                   |
|------------------|-------------------|
| RESIDENTIAL      | COMMERCIAL        |
| Very Low Density | Cluster           |
| Low Density      | Commercial Center |
| High Density     | SPECIAL USES      |

The preparation of this map was financed in part by a Community Development Block Grant



MAY, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

## SECTION TWO: EXISTING CONDITIONS

### Introduction

Observing and analyzing the existing conditions of the U.S. 31/South Madison Avenue Corridor is an essential step in discovering the assets and liabilities of the corridor. Without this knowledge, important visual and physical conditions could easily be overlooked. This section will cover the following areas:

- a. Land Use
- b. Building Conditions
- c. Transportation Systems
- d. Streetscape

The above conditions will first be described, and then analyzed to assess the physical needs of the corridor. The results of this analysis will lead to the formulation of goals and objectives guiding future development within the study area.

The U.S. 31/South Madison Avenue study area has four distinctly different subareas. Subsection Two of this report (Subarea Analysis) divides the corridor into these sections (see Map 13) analyzing, in detail, the conditions and unique attributes of each subarea.

Since the southern boundary of the study area is the Marion/Johnson County line, this study would be incomplete if the existing conditions south of County Line Road were not taken into consideration. Subsection Three will briefly describe the land use, building conditions, transportation and streetscape of the portion of Greenwood, in adjacent Johnson County.

Finally, the results of a business survey are summarized. The information gathered from the businesses on the corridor shows the general perception and opinions of local businesses.

### 1. Corridor Wide Conditions

The existing conditions of the corridor act as a basis from which the assessment of assets and liabilities can be derived, and specific recommendations to improve the area can be formulated. These recommendations will comprise an important segment of the complete, comprehensive study for the area.

#### a. Land Use

##### 1. Commercial

The commercial development along the corridor is diversified not only in use but also in the style of commercial structures. The dominant structure type along the corridors is the "strip" commercial shopping

center. These consist of three to twenty small shops sharing a common structure, and parking. The majority of these structures exist along U.S. Highway 31. The other structures consist of independent commercial structures, and residential conversions to commercial uses. These will be discussed further in Section Three:  
Assets/Liabilities/Needed Improvements.

The specific commercial land uses include retail, office, and auto related uses. Retail and auto related commercial uses are concentrated along U.S. Highway 31, with the heaviest concentrations located north of Stop 11 Road and east of Shelby Street. The intersection of County Line Road and U.S. Highway 31 is another area of intensive retail and auto related commercial uses. Commercial uses along Madison Avenue are split between office and retail classifications.

	<u>Commercial Acreage</u>	
	<u>Perry Township</u>	<u>U.S. 31/ South Madison Avenue Study Area</u>
Commercial acres	903	375
Total acres	29,017	1,730
	3% of total	22% of total

The above shows the intense commercial concentration within the study area. The township averages one (1) acre of commercial use for every 32 acres. The study area devotes one (1) acre of commercial land for every five (5) acres in the area.

## 2. Industrial

One industrial use is located in the study area. This is a concrete plant located in the Southport section of the study area, south of Van Dyke Street along the west side of the Conrail lines.

	<u>Industrial (Heavy and Light)</u>			
	<u>Perry Township</u>	<u>% of Total</u>	<u>U.S. 31/ South Madison Avenue Study Area</u>	<u>% of Total</u>
Acres of Industrial	932	3%	2.0	.1%
Total acres	29,017		1,730	

### 3. Public and Semi-Public Development

Public and semi-public uses consist of such facilities as churches, Winchester Village Elementary School, and the vacant Southport Post Office. The school is located north of Stop 12 between U.S. Highway 31 and South Madison Avenue. The Post Office is located at the corner of Southport Road and West Street. University Heights Hospital, located at 1402 South County Line Road, and the Southport Branch of the Marion County Public Library complete the list of public and semi-public developments.

#### Public and Semi-Public (not including streets)

	<u>Perry Township</u>	<u>% of Total</u>	<u>U.S. 31/ South Madison Avenue Study Area</u>	<u>% of Total</u>
# of Public & Semi-Public Acres	1,294	5%	83	5%
Total Acres	29,017		1,730	

The preceding table shows that the amount of land used for public and semi-public uses are consistent between the township and the study area.

However, green space and parks are almost nonexistent. There are no parks within the study area. The green spaces are confined to the banks of Fountain, Buffalo, Little Buck and Pleasant Run creeks. Even though there are no sub-neighborhood and regional parks in the study area, the existing parks in Perry Township provide sports-oriented recreation plus two community centers. Sub-neighborhood parks offer green areas in those urban locations where yard space is limited or in areas not served by any other park. The regional facilities at Southwestway and Southeastway are in close proximity and will adequately serve Perry Township, including the study area, with regional scale recreation opportunities, according to the Urban Parks and Recreation Recovery Action Plan.

#### Recreation and Open Space

	<u>Perry Township</u>		<u>Study Area</u>	
	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>
Community Parks	1	20	0	---
Perry		20		
Neighborhood Parks	3	31.6	0	---
Bluff		15.0		
Carl Smock		8.5		
Southside		8.1		

	<u>Perry Township</u>		<u>Study Area</u>	
	<u>Number</u>	<u>Acres</u>	<u>Number</u>	<u>Acres</u>
Golf Courses	1	160	0	-
Carl Smock		160		
Swimming Pools	1	---	0	-
Perry				
Community Centers	2		0	-
Southside		---		
Bluff		---		
Perry Township Total		211.6 acres		
U.S. 31/South Madison Avenue		0.0 acres		
Total				

#### 4. Residential Development

Multi-family residential is the fastest growing of the residential uses.

Currently there are sixty-four (64) apartments listed in Perry Township. These complexes range in size from four (4) to seven-hundred fifty-six units. There are also fifteen (15) condominium developments in Perry Township. The following table will compare the U.S. 31/South Madison Study Area to Perry Township regarding multi-family developments.

#### Apartments and Condominiums

	<u>Perry Township</u>	<u>U.S. 31/ South Madison Avenue Study Area</u>	<u>% of Township</u>
Apartment	64	14	22%
Condominium	15	2	13%
Land Area (acres)	29,017	1,730	6%

Note: These numbers are as of 01/10/86

The comparison of the entire township to the study area shows that the study area contains a much greater proportion of apartment complexes per acre than the township as a whole:

<u>Township</u>	<u>Study Area</u>
One apartment complex for every 453 acres	One apartment complex for every 102 acres

The number of single family residences are very stable in the area, with many structures dating prior to 1956. The following chart is a breakdown, in acres, of single family residential uses in the study area as compared to Perry Township.

Single Family Residential

	<u>Perry Township</u>	<u>U.S. 31/ South Madison Avenue Study Area</u>
Acres of Residential	9,415	470
Total Acres	29,017	1,730
% of Total Ares	32%	27%

The above chart shows that the single family residential land uses in the study area are similar to those in the Township. The single family land uses in the study area represent 27% of the total land use as compared to 32% devoted to single family uses in the township.

5. Vacant "Urbanized" Land Area

The Indianapolis Division of Planning maintains a vacant land locator system for Marion County. This computerized system inventories all vacant land areas of 5 acres or more located within the "built-up" or "urbanized" area of the county that are served by water and sewer lines.

The following chart represents the majority of vacant, "urbanized" land in the U.S. 31/South Madison Avenue study area. Some of the abbreviations have been modified for clarity. The abbreviations are as follows:

SF	- Single Family Residence
MF	- Multi-Family Residence
VAC	- Vacant
FP	- Flood Plain
R-#	- Residence with # units per acre
North Use	- The land use classification located immediately north of site

Infill Development Site Data  
By Use and Location

<u>Location</u>	<u>Acres</u>	<u>Zoning</u>	<u>North Use</u>	<u>South Use</u>	<u>East Use</u>	<u>West Use</u>
1. 3000 E. County Line Rd.	12	A2	MF/SF	MF	SF	MF
Feet to Primary Road:	0					
Miles to: A) Freeway	2.25					
B) Interchange	2.25					
Comments: Pleasant Run Creek runs through site. Area is in flood plain						
2. 7300 S. Madison Avenue	6	A2	MF	SF	SF	SF
Feet to Secondary Road:	300					
Miles to: A) Freeway	2.0					
B) Interchange	2.0					
Comments: Area not in flood plain						
3. 7800 S. Madison Avenue	12	A2	MF	SF	SF	SF
Feet to Secondary Road:	300					
Miles to: A) Freeway	2.0					
B) Interchange	2.0					
Comments: Part of area in flood plain						
4. 7400 Shelby St.	20	A2	SF	Comm	SF	SF
Feet to Primary Road:	0					
Miles to: A) Freeway	2.75					
B) Interchange	3.25					
Comments: Area partially in flood plain						
5. 600 E. County Line Rd.	83	A2	SF	SF	VAC	SF
Feet to Primary Road:	300					
Miles to: A) Freeway	3.0					
B) Interchange	3.25					
Comments: Buffalo Creek bisects the site Part of area is in flood plain						

The following chart compares the vacant "urbanized" land in Perry township to the vacant "urbanized" land in the U.S. 31/South Madison Avenue study area.



### Vacant "Urbanized" Land

	<u>Perry Township</u>	<u>Study Area</u>
Total Acres	29,017	1,730
# Parcels	39	5
Total Acres	1,225	133
% of Total	4%	8%

The preceding table shows that the study area has more vacant "urbanized" land, as a percentage, of total acres, than Perry Township as a whole. Since this land is already serviced by sewer and water, it is prime land for development. Careful study is essential to the optimum development of this vacant land.

#### b. Building Conditions

The vast majority of the buildings in the U.S. 31/Madison Avenue study area are in sound condition. This area, as of 30 years ago, was largely agricultural, thus the existing structures are relatively new and structurally sound. Exceptions to this consist of one commercial, one public use, and seven residences that are experiencing deterioration. The one commercial use is located on the corner of Madison Avenue and Van Dyke Street. This structure is a residential conversion with an addition, showing major deterioration. The public structure is the abandoned Southport Post Office. The building is structurally sound but needs minor rehabilitation. The residences are all single family with three showing minor deterioration and two showing major deterioration. The final two single family structures are located on U.S. Highway 31 in the northern third of the study area. These buildings appear to be partially demolished and are in substandard condition (see Map 10 for locations).

The survey of building conditions conducted for this plan used the following criteria as guides for the exterior rating. This is not meant to be an architectural assessment, but a general visual estimate of relative building conditions present in the neighborhood.

#### SOUND

- Satisfactory or needs "handy man" attention.
- A primary structure that is adequate for its use or could be made so with a few relatively simple maintenance activities (such as paint with little preparation or patching).

#### MINOR DETERIORATION

- Some lack of maintenance resulting in deterioration of the building.
- A primary structure that appears structurally stable, yet requires maintenance involving more considerable time, effort and materials, such as paint with extensive preparation, doors or windows in a dilapidated condition, gutters in need of replacement or repair.

#### MAJOR DETERIORATION

- Hazardous neglect of the structure.
- A primary structure that requires structural correction and/or replacement of surface materials. Examples are: settling or crumbling foundations; leaning walls or chimneys; sagging roof; extensive rotting of wood; loose masonry; doors or windows missing; minor fire damage.

#### SUBSTANDARD

- Beyond repair.
- A primary structure not fit for use due to structural deterioration, (e.g., section of wall or roof missing, extensive fire damage, more than one major structural deterioration factor.)

#### c. Transportation

##### 1. Streets

Vehicular access to the study area is excellent. There are accessibility problems to a few vacant, long, narrow parcels with little useful street frontage. The most obvious of these areas is the land north of South County Line Road and west of Shelby Street. This is a large, vacant area bisected by Buffalo Creek. Another problem in the area is the lack of east-west access. This will be addressed in Section III: Assets/Liabilities/Needed Improvements.

The streets in the study area are well maintained and heavily traveled. Arterial thoroughfares, as noted in the official thoroughfare plan, are:

##### North-South Primary Arterials

- Madison Avenue
- U.S. Highway 31

##### North-South Secondary Arterials

- Shelby Street

##### East-West Secondary Arterials

- South County Line Road

- Southport Road
- East-West Collectors
- Banta Road
- Stop 11 Road

The remainder of the streets are considered local streets.

The following is an explanation of the functional thoroughfare classifications.

#### Primary Arterials

- These routes have greater traffic carrying capabilities and higher levels of service than other at-grade routes to channelize major traffic movements. They either carry higher volumes than other adjacent routes or have the potential to carry higher volumes. They serve as connecting routes to the freeway system and to other primary arterials, and are oriented primarily to moving traffic rather than serving abutting land-use. Rights-of-way may range up to 120 feet.

#### Secondary Arterials

- These routes serve a higher percentage of short trips than do primary arterials. They carry significant volumes and are needed to provide system continuity. Right-of-way widths may range up to 100 feet.

#### Collectors

- Primary function is to collect traffic from an area and move it to an arterial while also providing substantial service to abutting land-use.

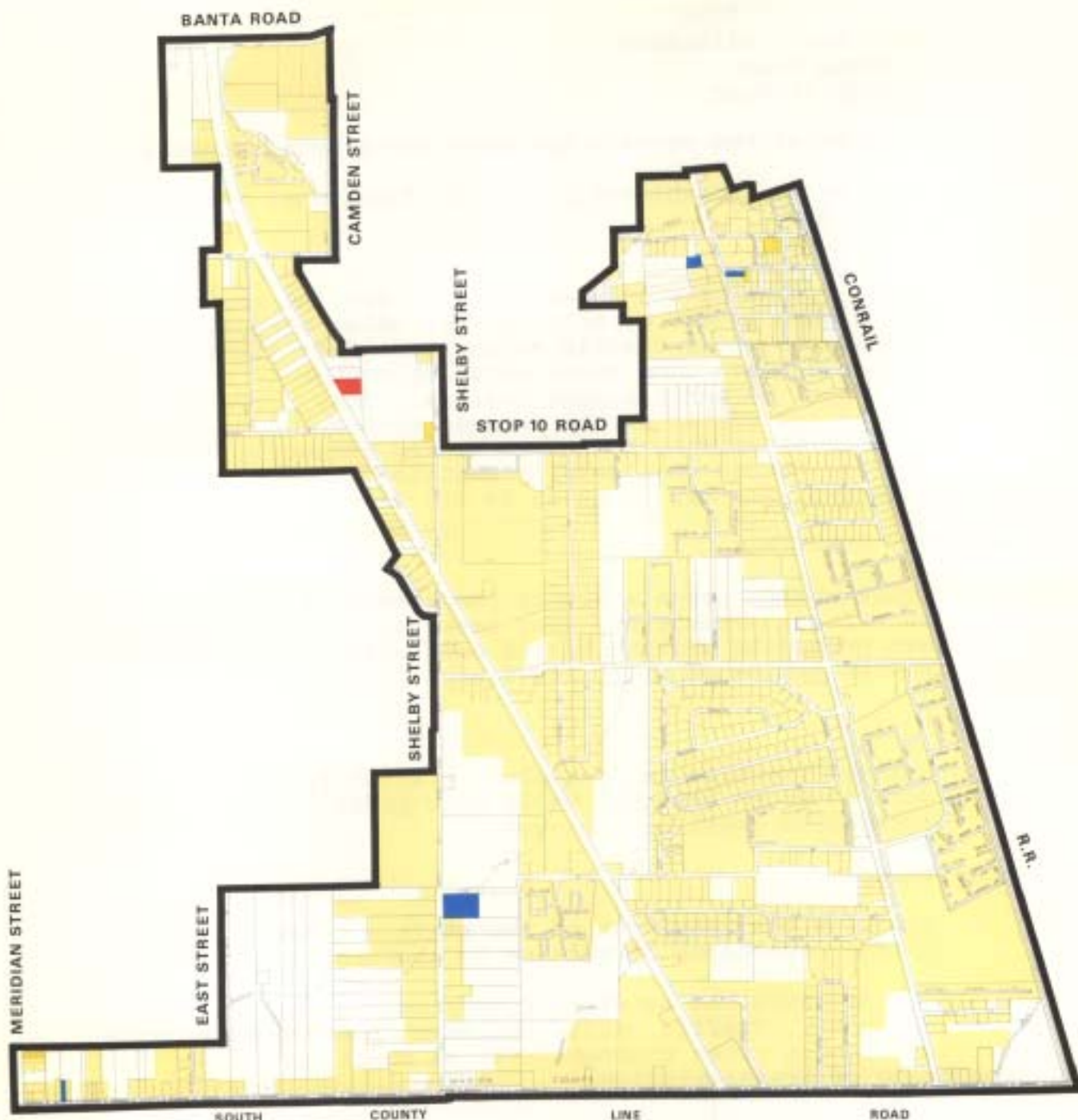
#### Local Streets

- Comprise the remainder of the surface streets and have the primary functions of service to abutting land-use.

Map 11 illustrates the existing functional classifications and traffic counts. Traffic counts represent the "average daily traffic" along a given thoroughfare, as compiled by the Department of Transportation.

## 2. Public Transit

The corridors are adequately served by bus and taxi service. Bus lines run on Meridian, Shelby, Madison Avenue, and County Line Road. The Meridian, Shelby and County Line Road services are express routes while the Madison Avenue line is a local service route. The service operates Monday through Saturday except for the Meridian line which operates seven days a week.



# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 10 / BUILDING CONDITIONS**

- SOUND
- MINOR DETERIORATION
- MAJOR DETERIORATION
- SUBSTANDARD

The preparation of this map was financed in part by a Community Development Block Grant



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 Department of Metropolitan Development  
 Division of Planning  
 Indianapolis Marion County, Indiana

### 3. Accidents

Below is a listing of the high accident intersections for the U.S. 31/South Madison Avenue study area, as reported by the Indianapolis Police Department and the Marion County Sheriff's Department. U.S. Highway 31 at Stop 11 Road is the 26th most dangerous intersection in Marion County according to the 1986 Annual Report of the Department of Transportation, Traffic Engineering Division.

# Accidents		
<u>1984</u>	<u>1985</u>	<u>1986</u>
9	19	27

The South County Line Road and Madison Avenue intersection is ranked 46th based on the same annual report.

# Accidents		
<u>1984</u>	<u>1985</u>	<u>1986</u>
23	31	20

### 4. Transportation Improvements

The following is a list of transportation improvements planned or currently underway, by the Department of Transportation

<u>Project Location</u>	<u>Current Phase</u>	<u>Project Type</u>
South County Line Road Shelby Street to Hardegan Street	Construction	4 Lane Divided Roadway
South County Line Road at State Road 135	Final Design	4 Lane Divided for East and West Approaches
Stop 11 Road	Compiling Road Alignment Proposal	4 Lane Roadway
Stop 12 Road	Final Design Very Low Priority	4 Lane Straightening of Roadway

Also, the Indiana Department of Highways has plans to widen the north and south approaches on S.R. 135 as it intersects South County Line Road. However, this proposed improvement of State Road 135 could be delayed as much as five years because of lack of funding.

## 5. Roadway Capacity

Roadway capacity is calculated using assumptions found in the Highway Capacity Manual, Special Report 209, from the Federal Highway Administration. These assumptions of capacity are based on variables such as roadway width, roadway conditions, intersection level-of-service, and intersection signal timing and phasing.

Roadway capacities for the Madison Avenue and U.S. Highway 31 thoroughfares are listed below.

South Madison Avenue from Southport to South County Line Road

Capacity . . . . .	32,000 ADT*
Projected Traffic Counts 2005. . . . .	29,901 ADT

U.S. Highway 31 from Banta to South County Line Road

Capacity . . . . .	28,480 ADT
Projected Traffic Counts . . . . .	39,568 ADT

\*ADT = Average Daily Traffic

## 6. Traffic Counts

Map 12 shows the traffic count projections for the year 2005. These traffic projections are generated from a set of computer models based upon forecasted socio-economic variables (traffic generation). The computer models simulate where the traffic will be coming from and going to (traffic distribution), and which streets the traffic will travel to get from point "A" to point "B" (traffic assignment). These projections are used by transportation planners to identify future growth trends and potential deficiencies in the street system. A further refinement of the projections is performed to take into account existing travel patterns and changes in roadway capacity. The projections are used to plan roadway improvements. Additional traffic engineering analysis is required for designing specific roadway improvements.

The traffic count projections combined with the road capacity shows the future traffic condition of the two corridors. In the year 2005, U.S. Highway 31 will operate at 140 percent of capacity, while Madison Avenue will operate at 93 percent of capacity.

Map 12 depicts the projected functional classifications for Marion County as it relates to the corridor. The width of the thoroughfare is scaled to graphically portray the volume of traffic on each thoroughfare. The most recent traffic counts for each thoroughfare segment are also listed on the map.



## U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN

### MAP 11 / EXISTING FUNCTIONAL CLASSIFICATIONS AND TRAFFIC COUNTS

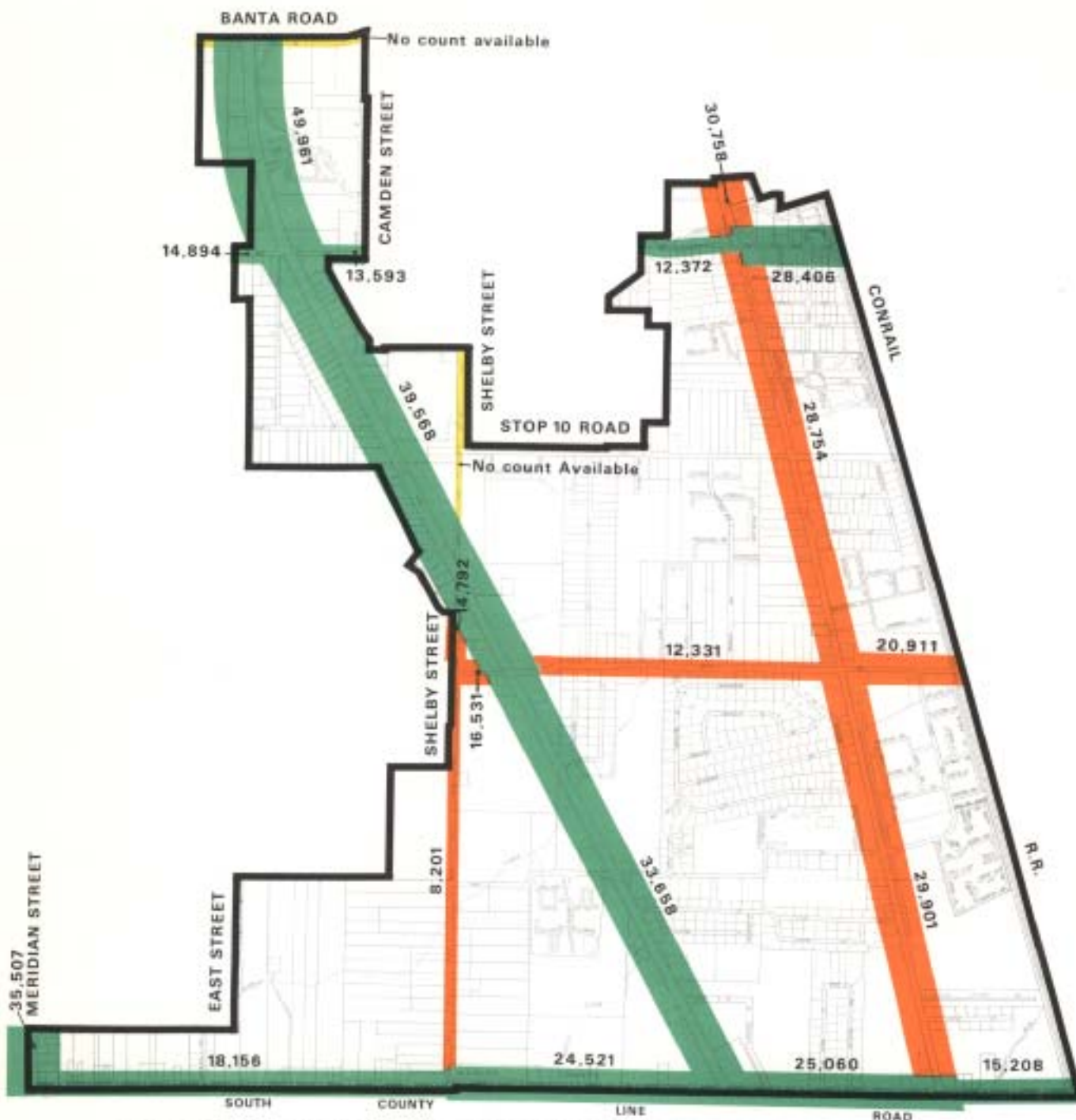
- PRIMARY ARTERIAL
- SECONDARY ARTERIAL
- COLLECTOR

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Division of Planning  
Indianapolis-Marion County, Indiana





# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 12 / PROJECTED FUNCTIONAL CLASSIFICATIONS AND** **PROJECTED TRAFFIC COUNTS FOR YEAR 2005**

- PRIMARY ARTERIAL
- SECONDARY ARTERIAL
- COLLECTOR

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MAY, 1988  
 Department of Metropolitan Development  
 Division of Planning  
 Indianapolis Marion County, Indiana



## 7. Sidewalks and Curbs

Sidewalks and curbs are practically nonexistent. This fact would cause a problem in most areas, but within this study area it is not a significant public safety hazard. The pedestrian traffic within the area is confined within the commercial and residential areas. Most of the commercial areas have internal circulation from store to store. The major problem faced by pedestrians in the area occurs when an individual attempts to walk from one shopping mall to another.

## 8. Parking

Parking, as with sidewalks, is internalized in the form of off-street surface lots at the shopping malls. Parking is available throughout the corridor. There are few gravel lots. The majority of the parking in the study area is paved. Problems do exist with the arrangement of the spaces and the amount of parking in specific areas. These problems will be analyzed in Section Four of this report.

### D. Streetscape

The term streetscape refers to the visual perception associated with a particular roadway. In the U.S. 31/South Madison Avenue Corridor Area streetscapes are varied, ranging from a suburban residential to a strip commercial appearance. This section will specifically look at U.S. 31 and South Madison Avenue.

The overall perception of the study area depends heavily on the appearance of the two north-south corridors. This perception is as important as the land use, buildings, and access routes that comprise it. What a person sees and hears when he lives near, shops, or travels through the corridor affects the perception of the quality of the area. These two corridors have unique appearance problems, thus each corridor will be addressed separately.

#### U.S. Highway 31

- Landscaping along this area has softened the overpowering impact of the strip commercial centers lining the corridor. The increase in sign usage, as a result of new commercial construction has created a visual chaos for the driver.
- Street lighting and traffic signs appear to be adequate along this corridor. These traffic signs are sometimes lost in the maze of commercial signs thus making it difficult and possibly dangerous for the driver.
- The northern end of U.S. Highway 31, still within the study area, is residential and is a visual asset to the corridor, supplying relief from the intense commercial uses found further south.

- The visual perception is marred by the clutter of overhead wires, lights and signs.

#### South Madison Avenue

- The corridor is a mixture of land uses, affecting its visual quality. They range from heavy commercial to single-family residential uses. The Madison Avenue corridor, unlike U.S. 31, shows some deterioration, which along with renovations, conversions, overhead utility wires, and utility poles, negatively impact its image.
- Street signing and lighting appear to be adequate. Again the lack of sign coordination or standardization of location, detracts from the area's visual quality.
- The visual perception is also marred by the clutter of overhead wires, lights, and the inappropriate use of signs.

## 2. Subarea Analysis

For study purposes the corridor has been subdivided into four areas. Each of the "subareas" exhibits a different type and/or mixture of land use and should be individually analyzed in order to observe the unique functioning of each area. Map 13 identifies the different subarea boundaries within the study area while the following text presents a verbal description of the land uses found in each.

### a. Subarea One

Moving south down U.S. Highway 31 from Banta Road, to the east, are large single family residences, followed by Little Buck Creek and a multi-family complex. In this same area to the west are vacant land and a small apartment complex. Following these multi-family uses to the east is Saint John's United Church of Christ. The west side of the highway, across from the church, are two commercial land uses. One is an animal hospital and the other is a photography shop and studio. A small commercial strip mall is being constructed on the southeast corner of Southport Road and U.S. Highway 31. Continuing southwest on U.S. 31 there is a church with the remainder of the uses in the subarea consisting of single family residences and vacant land. The one exception is an office building on the northwest corner of Shelby and U.S. 31.

### b. Subarea Two

The first use west of Shelby, in this subarea, is a new apartment complex. The remainder of the subarea consists of four churches, one small auto related use at the corner of Meridian and South County Line Road, single-family residences and open space. Commercial development pressure is being

placed on vacant land within this subarea. This fact makes land use planning a high priority in this subarea.

c. Subarea Three

Subarea Three is a striking contrast to the residential nature of Subareas One and Two.

Retail commercial uses dominate both sides of Shelby Street from Stop 10 Road, South, to the intersection of U.S. 31 and Shelby. One office occupies a parcel on the southeast corner of Stop 10 Road and Shelby Street. The commercial uses continue to flank the Highway from the corner of Shelby Street to Stop 12 Road, with two interruptions of single-family residences. The residence on the west side of U.S. 31 is completely surrounded by auto sales dealerships. Southwest of the U.S. 31 and Stop 12 intersection is Christ Unity Methodist Church. Across the street from the church is a housing development extending from U.S. 31, east, to Madison Avenue. The remaining land bounding U.S. Highway 31 is commercially developed. The strip shopping mall is the dominant feature of this area. The land west of Highway 31 from Stop 11 Road to County Line Road is mostly vacant except for an apartment complex and University Heights Hospital.

d. Subarea Four

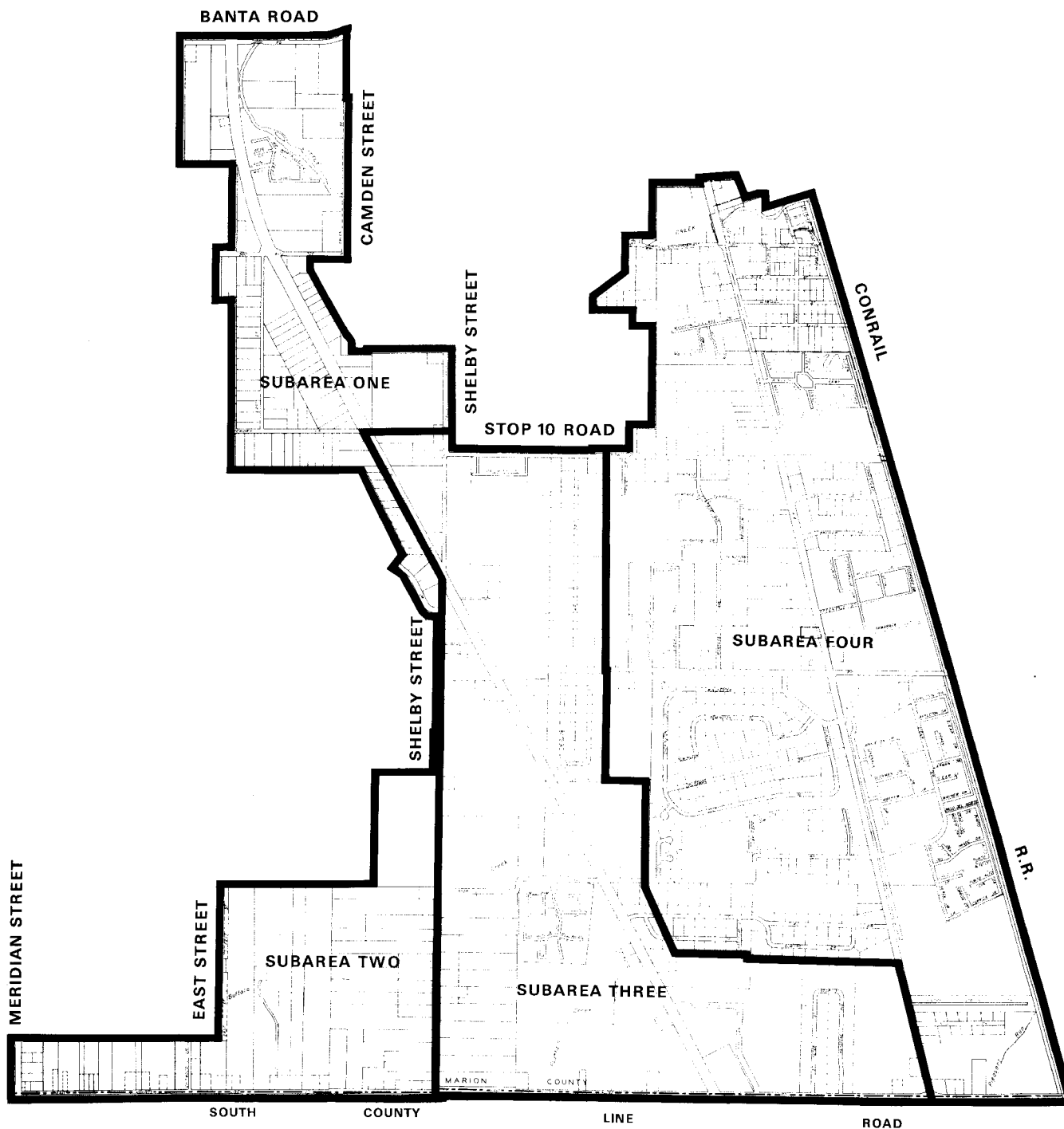
Subarea Four combines land use aspects found in subareas one, two and three.

Retail commercial uses are found north of Southport Road within the study area. These commercial uses include a gas station on the northeast corner of the Southport, Madison Avenue intersection. Moving south along Madison Avenue there is a checker board of residential, commercial, industrial, public/semi-public, and multi-family uses. Many of the commercial uses are in converted single-family residences. The public and semi-public uses consist of churches and the abandoned Southport Postal Office. This development mix continues south to approximately Stop 10 Road. At this point more office and residential uses begin. The intersections of Stop 11 Road and Madison Avenue, Stop 12 Road and Madison Avenue, and South County Line Road and Madison Avenue, are all occupied by retail and auto related commercial uses. The area east of Madison Avenue largely consists of multi-family development. Single family is strongly represented west of Madison Avenue.

3. Selected Community Services

a. Fire Rescue Service

The U.S. 31/South Madison Avenue Corridor is served by both fire and rescue service from the Perry Township Fire Department. Three stations protect a part of Perry Township including the corridor study area.



# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 13 / SUBAREA BOUNDARIES**

The Perry Township and Greenwood Fire Department have joined with McDonalds Restaurants in a combined effort to promote home fire safety called "Plan To Get Out Alive." An audio/visual presentation is being made in all elementary schools in the area, and students are being invited to construct posters supporting the idea of home evacuation plans and knowing alternate exit points.

Perry Township is served by two ambulance services. The first is a 40 member group of volunteers. The township's paid fire department assigns six medically trained fire fighters to operate the Department's two ambulances which respond to emergencies along with volunteers.

The second ambulance service is a paid professional company. The new service charges a flat rate, unlike the original, volunteer service that simply asks for donations.

b. Library

The Indianapolis-Marion County Public Library's Southport branch on Stop 11 Road services the study area.

c. Public Schools

The U.S. 31/South Madison Avenue study area is within the enrollment boundaries of the following schools (see Map 14):

Elementary Schools

Douglas MacArthur  
Winchester Village  
Southport  
W. H. Burkhart  
Homecroft

Middle Schools

Meridian  
Southport

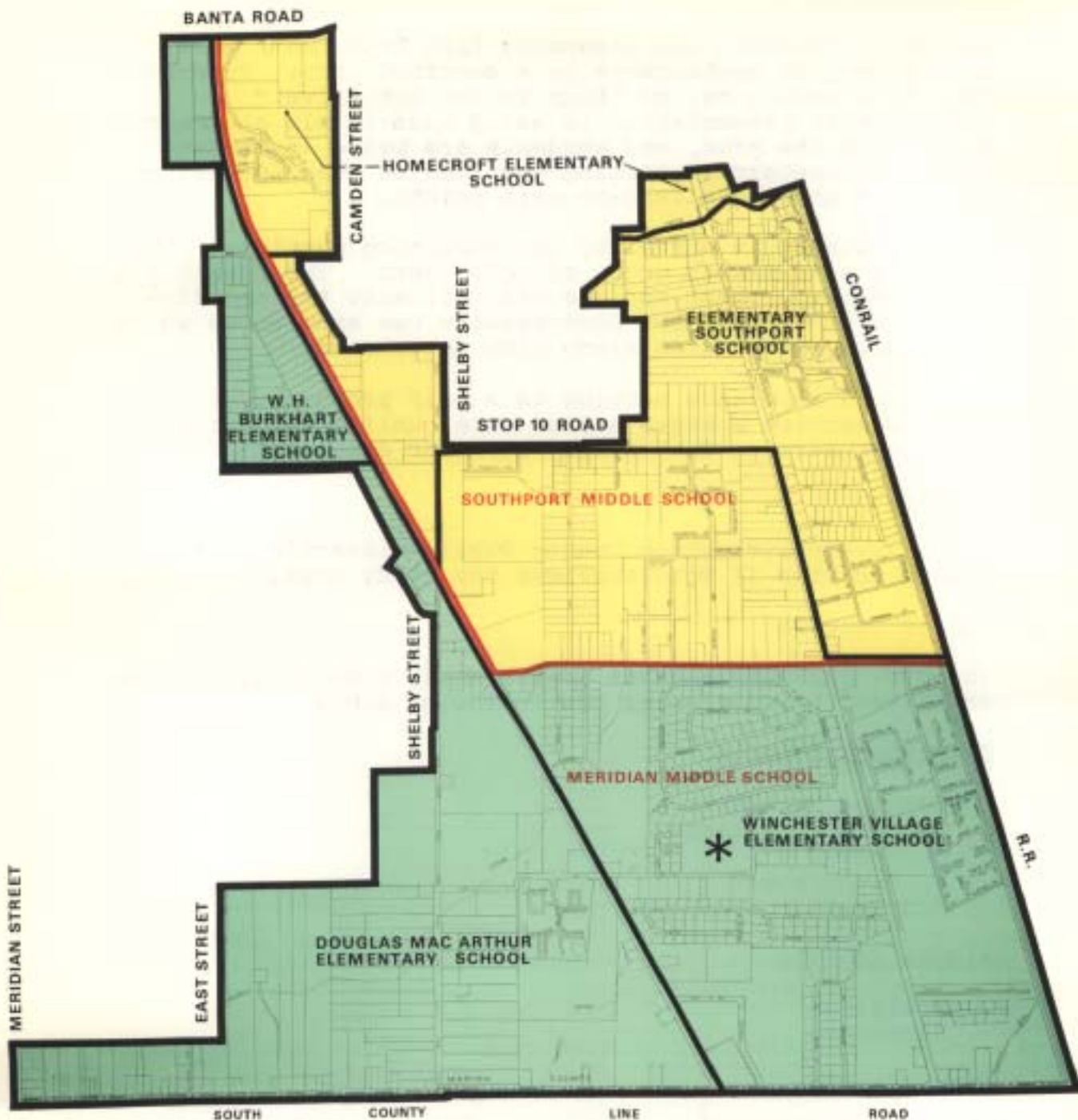
High Schools

Southport  
Perry Meridian

4. Johnson County/City of Greenwood

The City of Greenwood, Indiana is located along the southern boundary of Marion County at U. S. 31 and South Madison Avenue. This means that the corridor study area is also bounded by the Johnson County city, making it necessary to analyze the existing conditions in Greenwood, and their effect on the study area.

This analysis will begin on the western boundary of the study area, Meridian/State Road 135, bordering Marion County at South



## U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN

### MAP 14 / SCHOOL DISTRICTS

- ELEMENTARY SCHOOL DISTRICTS
- MIDDLE SCHOOL DISTRICTS
- SOUTHPORT HIGH SCHOOL DISTRICTS
- PERRY MERIDIAN HIGH SCHOOL DISTRICTS

The preparation of this map was financed in part by a Community Development Block Grant



MAY, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

County Line Road. C-2 tourist commercial uses are located on the southeast corner of the Meridian Street, South County Line Road intersection. The C-2 Commercial district is intended to provide commercial lodging, recreation, personal services, restaurants, retail stores, and general businesses designed to service the traveling public as well as local residents. These C-2 districts are generally located along major highways or thoroughfares.

Moving east, residential uses exist to an area south of University Heights Hospital. Within this area are duplexes, single-family, and multi-family residences. A condominium project was recently approved with Phase I equalling 30 units and future phases possibly including 100 to 120 additional units. Single family uses have been preserved in the area by denying use intensifying rezonings.

East of these residential uses, bounding U.S. 31, are commercial shopping centers, principally Greenwood Park Mall where approximately 250,000 people shop per week. East of the mall are Chipperfield Shopping Center and Cambridge Square Apartments. Continuing east to the railway line are single-family residences.

Building conditions in Greenwood mirror those in the study area. Most buildings fronting South County Line Road are new. The older structures are in sound structural condition and are well designed and well cared for. The physical streetscape/perception of Greenwood along the U.S. Highway 31 and Madison Avenue corridors in Johnson County is commercial in nature.

The twelve (12) highest ranking intersections, by accident rate, in Johnson County are listed in the following table. Eight (8) of the twelve (12) most dangerous intersections involve either U. S. Highway 31 or Madison Avenue.

Land use in the study area is directly affected by developments in Greenwood, thus, it is important to consider the existing conditions south of the county line when analyzing possible future development in the U.S. 31/South Madison Avenue Study Area.

RANK INTERSECTION	ACCIDENT RATE Table D			TOTAL ACCIDENTS			
	1986	1985	1984	1983	1986	1985	1984 1983
1. Main at South Meridian	5.70	4.56	2.85	3.22	20	16	10 11
2. Madison at East 31	4.96	5.47	3.55	4.00	29	32	22 24
3. Smith Valley at SR 135	3.32	2.83	2.26	2.83	20	17	14 17
4. Fry at SR 135	2.78	3.23	1.76	N/A	19	22	12 N/A
5. Main at U.S. 31	2.40	2.56	2.16	3.37	15	16	16 24
6. Smith Valley at U.S. 31	2.34	2.48	1.87	1.24	17	18	14 9
7. Smith Valley at SR 37	2.34	2.48	1.87	1.24	17	18	14 9
8. Smith Valley at Madison	2.31	2.60	2.14	1.97	11	17	9 8
9. Fry at Madison	1.90	1.90	3.08	1.39	19	19	16 7
10. Carr at East U.S. 31	1.90	1.17	N/A	1.17	13	8	N/A 8
11. CR at 950 North at SR 135	1.79	1.57	N/A	1.42	8	7	N/A 7
12. Tracy at U.S. 31	1.20	1.20	1.25	1.30	7	7	8 8



## 5. Business Survey

One hundred and sixty-five (165) business surveys were sent to commercial establishments throughout the U.S. 31/South Madison Avenue Corridor Study area. There were forty-nine (49) surveys completed and returned to the Department of Metropolitan Development's Division of Planning. This translates into approximately a thirty (30) percent rate of return. This high rate of return means that the results of the survey statistically reflect the conditions and concerns of the businesses in the study area.

This business survey has provided the U.S. 31/South Madison Avenue Planning Committee and the Division of Planning with information important to an accurate determination of strengths and weaknesses within the study area.

The following is a summarization of the results (see Appendix B for a copy of the business survey):

<u>Question</u>		<u>Response</u>	<u>% Total</u>
1. Type of Business?			
	Retail	32	65%
	Office	16	33%
	Wholesale/ Manufacturing	1	2%
a. Is Business Auto Related?			
	Yes	7	14%
	No	42	86%
2. Part of Franchise?	Yes	8	17%
	No	41	84%
3. Length at Present Location?			
	21+ years	5	10%
	11 to 20 years	10	20%
	6 to 10 years	23	47%
	3 to 5 years	7	14%
	less than 3 years	4	8%
4. Most Important Factor for Choosing This Location?			
	Cost of Space	7	14%
	Interstate Access	2	4%
	Site Access	5	10%
	Size or Type of Space	6	12%
	Sales Potential Due To Neighborhood	25	51%
	Other	1	2%

<u>Question</u>	<u>Responses</u>	<u>Actual</u>	<u>% Total</u>
5. Most Detrimental to Business?			
	Crime Control	3	6%
	Neighborhood	3	6%
	Parking	3	6%
	Access	24	49%
	Building Condition	4	8%
	Crime	0	--
	High Traffic Volume	7	14%
	Low Traffic Volume	4	8%
	Other	3	6%
6. Employees?			
	<u>Full Time</u>		
	Range - 1 to 34 employees		
	Average - 6.8 employees/ business		
	<u>Part-Time</u>		
	Range - 0 to 35 employees		
	Average - 5.2 employees/ business		
* 22 of the 46 returns had part-time employees			
** The part-time average has been computed using only the businesses that have part time employment			
7. Square Footage?			
	Range - 400 sq. ft. to 30,000 sq. ft.		
	Average - 3,700 sq. ft./business		
8. Financial Condition of Building?			
	Renting	28	57%
	Own	11	22%
	Purchasing	10	20%
9. Building Age?			
	Over 30 years	9	18%
	21-30 years	8	16%
	11-20 years	19	39%
	5-10 years	6	12%
	less than 5 years	7	14%
10. Building Improvements (last 5 years)?			
	New Roof	24	49%
	Wiring	12	24%
	Plumbing	11	22%
	Paint		
	(interior-exterior)	29	59%
	Landscaping	14	29%
11. Planned Improvements?			
	No Plans	23	47%
	Roof	3	6%
	Wiring/Plumbing	2	4%
	Parking	3	6%
	Paint-exterior	9	18%
	Paint-interior	10	20%
	Landscaping	9	18%
	Other	3	6%

<u>Question</u>	<u>Responses</u>	<u>Actual</u>	<u>% Total</u>
12. Expansion Plans?			
	No	32	65%
	Yes	17	35%
	-this location	5	
	-another location	12	
13. Effect of Present Location On Relocation or Expansion Decisions?			
	<u>Stay or Expand</u>		<u>Relocate</u>
1. High Traffic Volume		1. Need More Space	
2. Parking		2. Accessibility	
3. Hope that business will benefit from Greenwood Park Mall		3. Traffic	
14. Financing Improvements or Relocation?			
	Financial Institution	16	33%
	U.S. Small Business Administration Loan	1	2%
	Parent Company	9	18%
	Reinvest Profits	5	10%
	Personal Funds	8	16%
	Investment Partnership	1	2%
	Other	1	2%
15. Future of Business?			
	Optimistic	40	82%
	Neutral	9	18%
	Pessimistic	0	--
16. Credit Availability?			
	Very good	33	67%
	Good	9	18%
	Adequate	4	8%
	Poor	3	6%
17. Vandalism, Burglary or Armed Robbery?			
	Yes	16	33%
	No	33	67%
18. Crime in Area?			
	Increasing	8	16%
	Decreasing	1	2%
	About Same	35	71%
	No Opinion	5	10%
19. Completed Market Study (past three [3] years)			
	Yes	14	29%
	No	35	71%
20. Where Do Customers Originate?			
	Immediate neighborhood	2	4%
	3 mile radius	23	47%
	All Marion County	18	37%
	Traffic through area	4	8%

<u>Question</u>	<u>Responses</u>	<u>Actual</u>	<u>% Total</u>
21. Greenwood Park Mall Influence on Area?			
	Positive	31	63%
	Negative	5	10%
Comments:			
<u>Negative</u>	<u>Positive</u>		
1. Increase traffic/ congestion	1. Stimulates construction in area		
2. Competition	2. Traffic Volume		
	3. Residential Increase		
	4. Brings people to southside		
	5. Commercial identification		
22. Can Area Support More Commercial Businesses?			
	Yes	30	61%
	No	15	31%

Note: Percentages may not equal 100 percent due to rounding or no response.

It is evident from the survey tabulation that the U.S. 31/ South Madison Avenue Study Area is dominated by retail and office uses. The business survey shows that 97% of the businesses responding are retail/office in nature. The dominant tenure of area businesses is six (6) to ten (10) years illustrating the relative youth of commercial uses in the study area.

The major concerns of businesses in the area are traffic or traffic flow-related. These concerns include:

1. Site access;
2. Traffic volumes;
3. Parking;
4. Safety.

Most area businessmen who responded see an optimistic future for the corridors and believe the U.S. 31/South Madison Avenue Study Area could support an increase in commercial uses.

This business survey will be an important source of information during the determination of assets/liabilities, goals/objectives and the proposed land use plan for the area.

## 6. Planning Committee Survey of Appropriate Uses

A questionnaire of land uses within the U.S. 31/South Madison Avenue Corridor was distributed to, and completed by, the planning Committee at its December 2, 1987 meeting. The participants were asked to check whether they believed each use was appropriate or inappropriate for the U.S. 31/South Madison Avenue Study Area. Sixteen (16) surveys were completed and returned.

### PLANNING COMMITTEE SURVEY RESULTS

<u>USES</u>	<u>APPROPRIATE</u>	<u>INAPPROPRIATE</u>
Gas Station	72%	28%
Auto Parts	50%	50%
Auto Service	50%	50%
Auto Body Shop	22%	78%
Car Wash	56%	44%
Drive-In Restaurant	67%	33%
Fast Food Restaurant	67%	22%
Cafeteria	89%	11%
Family Restaurant	89%	0%
Tavern/Bar	17%	78%
Night Club/Lounge	17%	78%
Private Club	22%	72%
Pizza Parlor	72%	22%
Jewelry Store	78%	22%
Coin Shop	78%	22%
Ceramic Shop	78%	17%
Gift Shop	94%	6%
Clothing Store	94%	6%
Department Store	67%	28%
Discount Store	67%	28%
Hobby Store	83%	17%
Record Store	72%	28%
Dry Goods	72%	28%
Fabric Store	89%	11%
Photo Supplies	78%	22%
Florist	89%	11%
Antiques	89%	11%
Sporting Goods	83%	17%
Bicycle Shop	78%	22%
Hardware	78%	22%
Lumber Yard	33%	67%
Paint & Wallpaper Store	72%	28%
Furniture	83%	17%
Bank	94%	6%
Dentist Office	83%	17%
Doctor's Office	89%	11%
Optical Service	83%	11%
Insurance Offices	72%	28%

<u>USES</u>	<u>APPROPRIATE</u>	<u>INAPPROPRIATE</u>
Lawyer's Office	<u>72%</u>	<u>28%</u>
Barber	<u>78%</u>	<u>17%</u>
Beauticians	<u>83%</u>	<u>17%</u>
Day Care	<u>61%</u>	<u>39%</u>
Cleaners	<u>83%</u>	<u>11%</u>
Laundromat	<u>50%</u>	<u>50%</u>
Dance Studio	<u>61%</u>	<u>39%</u>
Karate School	<u>50%</u>	<u>44%</u>
Exercise	<u>67%</u>	<u>33%</u>
Bowling Alley	<u>44%</u>	<u>56%</u>
Roller Skating Rink	<u>39%</u>	<u>61%</u>
Gym	<u>39%</u>	<u>61%</u>
Billiard Parlor	<u>22%</u>	<u>78%</u>
Youth Center	<u>56%</u>	<u>39%</u>
Pharmacy	<u>89%</u>	<u>11%</u>
Convenience Store	<u>78%</u>	<u>22%</u>
Grocery Store	<u>72%</u>	<u>28%</u>
Liquor Store	<u>50%</u>	<u>50%</u>

\* Note: Percentages may not equal 100 due to non-response

Most Appropriate Uses

Gift Shop  
Bank  
Clothing Store  
Cafeteria  
Family Restaurant  
Fabric Store  
Florist  
Antiques  
Doctor's Office  
Pharmacy

Most Inappropriate Uses

Tavern/Bar  
Night Club/Lounge  
Private Club  
Auto Body Shop  
Billiard Parlor  
Gym  
Lumber Yard  
Roller Skating Rink  
Bowling Alley

Certain generalizations can be made after analysis of these results. The area residents and business people feel less intense retail commercial uses are the most appropriate for the area. The land uses most inappropriate for the area were gathering places, such as taverns, billiard parlors, or bowling alleys. High intensity commercial uses (i.e., auto body shop, lumber yard) were also tagged as inappropriate.

## Section Three: Assets/Liabilities/Needed Improvements

### Introduction

Section Three presents a comprehensive listing of the assets and liabilities of the U.S. 31/South Madison Avenue Corridor using the information compiled in Sections One and Two. The section will be divided into categories to allow for a more detailed and comprehensive analysis. The categories are:

1. Commercial Land Uses
2. Residential Land Uses
4. Transportation
5. Public Safety
6. Appearance (streetscape)
7. Public Facilities
8. Zoning

Each of these components is analyzed individually to determine which of its facets aids or hinders the functioning of the area. Developing a list of assets and liabilities lays the groundwork for planning recommendations. This section will also assess "needed improvements" for each component based on the assets and liabilities compiled.

In combination with the goals and objectives developed in Section Four, this information provides the basis for land use recommendations for the corridor.

### A. Assets/Liabilities/Needed Improvements

The following listing of assets, liabilities and needed improvements by land use type have been identified for the corridor U.S. 31/South Madison Avenue Corridor Study:

#### 1. Commercial

##### Assets

- Excellent location on major thoroughfares.
- Large residential population to support uses.
- Large commuter population traveling through study area.
- Variety of goods and services.
- Active commercial development in area.
- Proximity to Greenwood Park Mall in Johnson County.
- Abundant free parking.
- Auto-related uses cluster to specific areas.
- Major banks are located in or near the study area.
- Commercial structures in sound condition.
- Ample vacant land for development.

##### Liabilities

- Checker board of land uses along Madison Avenue.
- Some commercial vacancy.
- Overall poor visual image:
  - A. Sign clutter
  - B. Overhead wires

- Some residences converted to commercial uses.
- Lack of landscaping along Madison Avenue.
- Inappropriate landscaping along U.S. 31.
- Some instances of gravel parking
- Accessibility problems due to inadequate roadway design and/or large amounts of traffic.

### Needed Improvements

- Better definition between commercial and residential uses.
- Removal of noncommercial structures intruding into commercial areas.
- Guidelines for development of vacant land.
- Continue/begin landscaping of commercial uses.
- Concentrated effort to fill vacant buildings.
- Better definition of commercial areas on Madison Avenue north of Stop 10 Road.
- Improve overall image by improving streetscape.
- Building renovations including:
  - A. uniform facades/designs for "strip centers,"
  - B. combination signs to reduce visual clutter,
  - C. interior/exterior upgrading of older commercial structures/residential conversions.
- Encourage maintenance of private property by the property owner.
- Pave gravel parking areas.
- Develop design standards for commercial signing.

## 2. Residential

### Assets

- Variety of housing types:
  - A. Single-family
  - B. Multi-family
- Variety of tenure (owner/renter).
- Stable neighborhoods.
- Excellent building conditions.
- Fire protection/schools/access to library.
- Vacant land for future residential development.
- Economic stability of homeowners.

### Liabilities

- Lack of definition between residential and commercial uses.
- Residences converted to commercial use.
- Heavy traffic on residential roads.
- Pressure to commercially develop residentially-zoned vacant land.
- Lack of neighborhood organizations.
- Poor drainage.



### Needed Improvements

- Establishment of additional new neighborhood associations to monitor and guide developments in the area.
- Better define and buffer commercial and residential uses.
- Limit commercial conversion of residential uses.
- Monitor future developments of vacant land.
- Confine commercial growth to specifically designated areas.

### 3. Industrial

#### Assets

- Industry is limited to one use in the Southport area.
- East side of use is buffered by the Conrail line.

#### Liabilities

- Dust from gravel parking.
- Industrial traffic in residential area.
- Use is adjacent to residences on the west.
- Industrial site poorly landscaped.

### Needed Improvements

- Pave gravel parking.
- Landscape/buffer industrial use from residential and commercial uses.
- Improve accessibility to industrial site.

### 4. Transportation

#### Assets

- Well defined transportation system.
- Excellent condition of roadways.
- Adequate internal circulation in most "strip" shopping malls.
- Easy access to:
  - A. Downtown,
  - B. Greenwood Park Mall,
  - C. I-465.
- Two major commuter routes from the south.
- Frontage roads along Madison Avenue, north of Stop 12 Road.
- Public transit along Meridian, County Line Road, and Madison Avenue.
- Parking provided in all areas of corridor.

#### Liabilities

- Extremely heavy traffic.
- Sidewalks often nonexistent.

- Bus service not available on U.S. 31.
- Two dangerous intersections in study area:
  - A. U.S. 31/Stop 11,
  - B. South County Line Road/Madison Avenue.
- Traffic tie-up caused by frontage road along Madison Avenue, south of Stop 12 Road.
- Excessive curb cuts on Madison Avenue.
- Lack of pedestrian facilities (i.e., crosswalks, sidewalk).
- Parking private car sales along frontage roads on Madison Avenue.
- Timing of traffic signals along U.S. 31 does not allow smooth traffic flow through area.
- Increasing traffic on Stop 11 Road.
- Inadequate east west arterials in area (i.e., Stop 11 Road, Southport Road).
- Drainage problems along Madison Avenue.
- Accessibility to commercial and residential uses.
- Lack of coordination between city and state on roadway improvements.

#### Needed Improvements

- Straighten and widen Stop 11 and Stop 12 Roads.
- Sidewalk construction where appropriate.
- Construction of pedestrian facilities.
- Street resurfacing where identified as a problem.
- Complete widening of County Line Road (on work schedule for DOT).
- Possibility of access road along U.S. 31 for businesses.
- Synchronization of traffic signals along U.S. 31.

### 5. Public Safety

#### Assets

- Fire protection provided by Perry Township Fire Department.
- Area served by Marion County Sheriff's Department.

#### Liabilities

- Some streets not adequately served by street lights.
- Lack of sidewalks.
- Vacant buildings are a potential hazard.
- Two high accident intersections.

#### Needed Improvements

- Business and residential crime watch programs need to be implemented.
- Improve traffic flow through intersections.
- Work for occupation of vacant structures.

## 6. Appearance (landscaping, signs, facades)

### Assets

- Landscaping along frontage of most "strip" commercial malls.
- Buildings well maintained.
- Some consolidation of signs.
- Uniform facades on most "strip" malls.
- Little Buck Creek and other open/green spaces throughout the study area.
- Commercial uses clustered together.
- There is little vacancy in the study area.
- Additional frontage available for landscaping and buffering.
- Vacant land available for potential open spaces.
- Recent construction has implemented landscaping and buffering to improve the appearance of the corridor.

### Liabilities

- Sign clutter or ill placed/oversized signs.
- Overhead wires detract from the corridor streetscape.
- Poor maintenance of parking lots.
- Lack of landscaping along Madison Avenue.
- Exposed dumpsters.
- Vacant buildings.
- Gravel parking lots along Madison Avenue.

### Needed Improvements

- Devise/monitor design standards for signs along corridor.
- Landscaping according to design standards, to buffer uses, as well as improve the appearance of the area.
- Improve the pedestrian environment.
- Screen dumpsters.
- Make a concentrated effort to stimulate occupancy of vacant buildings.

## 7. Public Facilities

### Assets

- University Heights Hospital.
- Several churches located throughout study area.
- Indianapolis-Marion County Public Library, Southport Branch.
- Winchester Village Elementary School.

### Liabilities

- Sections of study area not served by water or sewer service.

## Needed Improvements

- Coordinate to increase water and sewer services to the area.

### 8. Zoning

Zoning analysis is a critical step in creating a corridor plan. Zoning is a force that influences development by controlling where a land use can and cannot locate as well as the intensity to which that use can develop. The proper zoning, correlated with a land use plan and set of design standards, can properly direct growth. This enhances the potential for developments that blend with the surrounding uses by following a pattern of growth sympathetic to the developer and neighborhood alike.

The following section of the study details the existing zoning on the U.S. 31/Madison Avenue corridor. (See Maps 8 and 15.)

Currently there are 21 different zoning classifications in the corridor study area. They are:

#### 1. Dwelling Districts

D-P planned unit development -- densities and development are regulated and reviewed by the Metropolitan Development Commission. Creative site planning, variety in physical development, and imaginative uses of open space are objectives to be achieved in a D-P district. Predominantly residential but may include supportive commercial and/or industrial development

D-1, D-2 -- Located in suburban areas with moderate topography, good thoroughfare access, and served with neighborhood and community services. They are single-family, low density patterns with two-family dwellings permitted in D-2 or corner lots only.

D-3, D-4 -- Located in medium-density single-family areas with relatively flat topography, good thoroughfare access, and close association with neighborhood and community facilities. Two-family dwellings permitted on corner lots only.

D-6 -- Located in suburban areas of single-family cluster development or low density, multi-family use. Proximity to major thoroughfares, sewers, school and park facilities is necessary.

D-7 -- A medium-density, multi-family development located throughout the metropolitan area and

associated with primary traffic generators. Requires superior street access and public facilities.

D-12 -- Medium-high density two family subdivisions and detached single-family cluster with the intensity of single-family development. Proximity to major thoroughfares, sewers, school and park facilities is necessary.

## 2. Commercial Districts:

C-1 Office Buffer District -- Exclusive office district used as a transitional use or buffer between residential uses and more intense commercial uses.

C-3 Neighborhood Commercial District -- Permits a complete range of indoor retail sales, personal, professional and business service uses for a neighborhood. Outdoor tables or seating is not permitted.

C-4 Community-Regional Commercial District -- Permits major business groupings and regional shopping centers and limited outdoor activities. Most C-1 and C-3 uses as well as department stores are permitted.

C-5 General Commercial District -- Characterized by commercial uses with outdoor operations which should be grouped on heavy commercial thoroughfares and should never be located adjacent to residential districts. Only items for sale, lease or rental are permitted for outdoor display. Most uses in C-1, C-3 or C-4 are permitted.

C-7 High Intensity Commercial District -- Permits retail commercial uses which have unusually incompatible features relative to other commercial uses and which should be located on major commercial arterial thoroughfares. Most C-1, C-3, C-4, C-5 and C-6 uses are permitted.

C-S Special Commercial District -- Permits a combination of uses in a planned complex and requires Metropolitan Development Commission approval of plans.

## 3. Industrial Districts

I-2-S Light Industrial Suburban District -- A light industrial district which may serve as a buffer zone between residential and heavy industrial areas. Outside storage must not exceed 25% of the gross

floor area and must be completely screened if adjacent to residential areas.

4. Special Use District

SU-2 Churches  
SU-2 Schools  
SU-37 Library

5. Agricultural Districts

A-2 District -- Permits all A-1 district uses, orchards, grazing of livestock, barns, storage buildings and fences essential to agricultural enterprise.

6. Hospital Districts

HD-1 Hospital District One -- Designed to permit and facilitate the development, expansion, and modernization of a major hospital complex in which a diversity of uses, functions, and facilities is necessary to best perform the hospital's various services to the public; and, further, to permit appropriate land use modifications as necessary to facilitate the highest level of such service. Requires Metropolitan Development Commission approval of all uses, site and development plans.

HD-2 Hospital District Two -- Designed to (1) permit and facilitate the logical association of a diversity of land uses in proximity to a major hospital complex, (2) to provide land area for such hospital-related uses, and (3) to assure a quality and character of site development that will create the environment of safety, quietness, attractiveness and convenience compatible with the hospital complex. Requires Metropolitan Development Commission approval of all uses, site and development plans.

Assets

- Much of the current zoning complies with appropriate existing land use.
- Commercial zoning is predominately less intense (office - community retail) in nature.
- The special uses in the area are zoned correctly.

Liabilities

- Many commercial and residential uses are still zoned for agricultural use.
- Some commercial uses are operating under the improper zoning classification for current use.
- A multi-family development is zoned for industrial uses.

### Needed Improvements

- The zoning needs to be consistent with the existing land use, where appropriate.
- Vacant land needs to be zoned in accordance with a land use and zoning plan, to guide future growth.

### 9. Variances

Another major concern in the U.S. 31/South Madison Avenue Corridor relates to the zoning variances granted for uses.

Variances, when used judiciously, can help a commercial or residential property owners if development is somehow hindered by setback, yard or use requirements. Variances rather than rezonings are often, however, granted too frequently to keep "a measure of control" over the property by placing restrictions on use, owner, etc. Once such a precedent is set the area can become inundated by a large number of uses which exist via a variance. This negates the purpose of zoning to a large degree. This practice can alter a parcel from a desirable to an undesirable land use, even though the zoning itself has not changed (see Map 17). The U.S. 31/South Madison Avenue Study area has had 98 variances from 1969 to August of 1987. Eighty three (83) of these were "use" variances, allowing land uses to operate in inappropriate zoning classifications. This shows that the current zoning in the area needs to be updated and reinforced to guide future development and assure appropriate land uses. Information on specific cases can be obtained through the Department of Metropolitan Development's Division of Development Services.

## Section Four: Goals and Objectives

### Introduction

The preceding list of "assets/liabilities/needed improvements" acts as a guide for proposing specific goals and objectives for the future growth and development of the U.S. 31/South Madison Avenue Corridor. These goals and objectives will be addressed more specifically in the Land Use Plan, Zoning Plan and Specific Site/Design Recommendations.

Goals and Objectives for the following corridor components will be addressed:

- |                   |                             |
|-------------------|-----------------------------|
| 1. Commercial     | 5. Public Safety            |
| 2. Residential    | 6. Appearance (streetscape) |
| 3. Industrial     | 7. Public Facilities        |
| 4. Transportation | 8. Zoning                   |

#### 1. Commercial

##### Goals:

###### Goal A

To maintain the economic vitality of the commercial areas by working with both the public and private sectors to provide incentives and guidelines for new development or renovations of existing commercial uses.

###### Goal B

To halt the physical and business deterioration on Madison Avenue by developing standards and strategies for future investment.

##### Objectives:

- Encourage new development to locate in existing vacant buildings.
- Redevelop the streetscape (coordination of signs to eliminate confusion, removal of overhead wires and the introduction or improvement of landscaping along U.S. 31 and Madison Avenue).
- Rehabilitate existing structures which are in sound condition, but in need of facade improvements.
- Provide proper pedestrian accessibility and safety between shopping centers along U.S. 31.
- Provide proper zoning districts to guide and promote commercial development on vacant parcels within the study area.



- Encourage the development of a merchants/business organization designed to market, publicize and improve commercial conditions in the study area.
- Removal of non-commercial structures which intrude into commercial areas.
- Development of design/facade standards for "strip centers" along U.S. Highway 31.

## 2. Residential

### Goal:

To maintain and expand the housing stock surrounding the Corridors.

### Objectives:

- Develop a land use/zoning plan that will conserve existing single-family residences, and to encourage future single-family development.
- Encourage existing neighborhood organizations to include more of the study area.
- Enforce and promote active code enforcement throughout the area.
- Encourage the neighborhood associations to take an active role by monitoring and guiding future developments in the study area.
- Maintain residential uses along Stop 11 and Stop 12 Roads.

## 3. Industrial

### Goals:

#### Goal A

Restrict industrial uses in the corridor to the presently operating light industrial use.

#### Goal B

To remove industrial uses from the study area where such uses are in conflict with residential development, redeveloping this land for residential use.

### Objectives:

- Develop industrial buffering and landscaping to provide transition between land uses and an overall enhancement of the area.

- Develop a land use and zoning plan that will confine all industrial uses to the existing industrial site.

#### 4. Transportation

##### Goals:

To provide a safe and efficient vehicular and pedestrian transportation system which properly services businesses along U.S. 31, Madison Avenue, and the corridor area as a whole.

##### Objectives:

- Support widening projects by the Department of Transportation along South County Line Road and Stop 11 Road.
- Remove unnecessary curb cuts along Madison Avenue.
- Unify, better identify, and redesign parking areas along Madison Avenue to more adequately serve commercial uses.
- Construct/improve sidewalks in selected portions of the study area.
- Decrease traffic on, or expand the "average daily traffic" capacity of U.S. Highway 31.
- Provide pedestrian facilities (i.e.: bus shelters, benches, well marked crosswalks).
- Support development of an interchange at I-65 and South County Line Road to improve accessibility to southern Indianapolis and northern Greenwood. This would decrease the burden on U.S. Highway 31.

#### 5. Public Safety

##### Goals:

To develop and maintain a safe, secure environment in the corridor, thus creating a positive atmosphere for the revitalization of the commercial and residential areas.

##### Objectives:

- Improve street lighting along some streets.
- Encourage occupancy of vacant buildings.
- Develop crime watch programs throughout the study area.
- Develop business-to-business cooperation regarding security enhancement.

- Decrease sign clutter so traffic signs are more easily seen.
- Improve visibility and traffic light timing at U.S. 31/Stop 11 and South County Line Road/Madison Avenue (two high accident intersections).
- Remove substandard structures along U.S. 31, north of Stop 10 Road.

## 6. Appearance (landscaping, signs, facades)

### Goals:

To enhance the physical appearance of the corridor which will, in turn, enhance the corridor's image. Stress thoughtful urban design and aesthetic improvements in renovation and new construction.

### Objectives:

- Increase/improve landscaping along corridors to buffer residences and beautify street frontages.
- Develop a policy for sign usage which addresses the following concerns:
  - a. removal of abandoned signs,
  - b. limitation of size and type of sign,
  - c. standards for sign location,
  - d. limitations on the number of signs,
  - e. improve visibility of traffic signs.
- Develop vacant land into appropriate, beneficial uses for the corridor.
- Develop design standards for new construction and/or renovations of existing structures.
- Remove substandard structures along U.S. 31, north of Stop 10 Road.

## 7. Public Facilities

### Goals:

To enhance existing public facilities by integrating their improvements into the overall corridor plan, working with the facilities on elements of design/usage.

### Objectives:

- Work with facility to enhance their landscaping designs.
- Find a use for the vacated Southport Post Office, working with the owner/renter to improve maintenance and appearance of the structure.

- Designate small percentage of vacant land to the park/green spaces classification.

8. Zoning/Variations

Goals:

To provide a coherent development of the study area which stresses proper zoning classifications which do the following:

- a. assist residential and commercial growth.
- b. protect and maintain current investments in homes and businesses.
- c. anticipate and guide development of undeveloped land.

Objectives:

- Develop a zoning plan which works to properly zone appropriate uses currently located in the study area.
- Implement zoning codes which provide proper definition/separation of residential and commercial uses. Such zoning would encourage proper redevelopment/development while discouraging inappropriate uses.
- Address the long-term rezoning of inappropriate uses and vacant land.

CORRIDOR STUDY FOR  
U. S. 31/SOUTH MADISON AVENUE  
PART TWO -- CORRIDOR ACTION PLAN

## A. Section One: Overall Corridor Recommendations Introduction

Section One of the Corridor Action Plan lists 17 corridor-wide recommendations which provide a general scheme for corridor improvement. These recommendations are based upon existing conditions, needed improvements and the stated goals and objectives of the plan. This section presents the basic framework used in developing the urban design scheme for the corridor -- both the physical and programmatic improvements needed.

The design proposals illustrated in this plan attempt to address the present problems facing the U.S. 31/South Madison Avenue Corridor, and to guide the long-term development of the corridor in a way that benefits merchants, residents, commuters and the city as a whole.

The following corridor-wide goals were used as criteria for site specific development recommendations.

### 1. Overall Corridor Recommendations

- a. Discourage commercial encroachment into the surrounding residential areas by providing a clear differentiation and buffering between these uses.
- b. Remove substandard residences for redevelopment
- c. Define and limit commercial uses to the properties bordering the three major thoroughfares:
  - 1) U.S. Highway 31
  - 2) South Madison Avenue
  - 3) East South County Line Road
- d. Review the zoning of currently vacant commercial land along the major thoroughfares for possible adjustment aimed at the reinforcement of the plan's commercial stabilization and improvement strategy.
- e. Limit access points onto U.S. Highway 31 to allow more efficient traffic flow and fewer vehicular incidents, through the use of interior circulation and access roads allowing the closure of redundant or underutilized curb cuts.
- f. Develop frontage landscaping schemes for businesses, parking lots and strip commercial malls. Landscape islands in large parking lots would aesthetically improve the corridor as well as physically break up the "sea of concrete". Proper landscaping would not only improve the appearance of the corridor but, in some cases, would also increase property values.

- g. Develop design standards for the renovation of existing buildings and the construction of new structures. These standards would address issues of facade renovation, height, materials, transitional yards, setbacks and signage.
- h. Increase police visibility and their interaction with the corridor businesses and neighborhoods (i.e., neighborhood crime watch areas).
- i. Work to restrict long-term industrial uses in the study area (i.e.: rezonings, variances).
- j. Redefine the zoning districts of the corridor to assist in the proper definition/separation of residential and commercial uses. In addition, rezone areas so that development conforming with the plan will be encouraged, and inappropriate uses would be discouraged.
- k. Remove/relocate nonconforming uses and/or structures.
- l. Coordinate and unify parking among commercial uses in keeping with overall corridor recommendations (e).
- m. Maintain residential uses along Stop 11 and Stop 12 Roads.
- n. Work with the Department of Public Works to address drainage problems in the area (i.e., Buffalo Creek south of Stop 11 Road).
- o. Begin/continue improvements to Stop 11, Stop 12 and South County Line Roads, thus improving east-west arterial traffic flow.
- p. Decrease traffic on, or expand the "average daily traffic" capacity of U.S. Highway 31.
- q. Work with the State Department of Highways to develop an interchange at I-65 and South County Line Road to improve accessibility to Greenwood and decrease the burden on U.S. Highway 31.

## 2. Recommended Action -- Needs Assessment

The Needs Assessment is a site specific look at some of the problems throughout the U.S. 31/South Madison Avenue study area. Recommendations concerning landscaping, signs, curb cuts, screening, parking, etc., could potentially be met over a relatively short period of time. Long-term recommendations, however, are also addressed. These long-term recommendations include structural alterations or removals as well as changes in specific categories of uses.

Planners with the Department of Metropolitan Development -- Division of Planning conducted a "windshield survey" of all frontage properties along U.S. 31/South Madison Avenue to compile this Needs Assessment. By the end of October, 1987, this Needs Assessment was complete. Although there is no doubt that many of the problems listed still exist today, it is likely that some of the assessed needs have since been resolved.

Although the list may not be all-inclusive (some problems may have been overlooked), this Needs Assessment can act as an excellent tool for voluntary and Metropolitan Development Commission action. The optimal situation would be for property owners and future developers to voluntarily use the Needs Assessment to help them upgrade their particular uses and, in effect, improve the whole corridor through a collective action. However, if a property owner wishes to construct improvements or operate uses which do not follow zoning regulations, that owner will be required to obtain a variance to the respective zoning district or an entire rezoning of the property. Such an action could allow the Metropolitan Board of Zoning Appeals to place some or all of the Needs Assessment items as conditions to approval. Once a condition is made on approval of a variance or rezoning that condition must be undertaken. The property owner under this scenario could, in effect, be required to undertake the items listed in this Needs Assessment.

The Needs Assessment is designed to be used as a tool for improvements to existing development as well as a guide for future developments. The following listing serves as a site-specific refinement of recommendations made in both the Land Use Plan and the Zoning Plan:

1. Southport and U.S. Highway 31 South  
Southport at the crossing
  - Increase landscaping along Southport Road and U.S. 31
  - Remove billboard
  - Buffer adjoining residential uses with solid wall and landscaping
2. 6950 U.S. Highway 31 South  
Swengel Animal Hospital
  - Increase landscaping
  - Remove concrete light support in parking area
3. 7031 South East  
St. John's United Church of Christ
  - Landscape parking
4. 7500 (approximately) U.S. Highway 31 South  
Three vacant houses
  - Remove substandard houses



5. 7521 U.S. Highway 31 South  
Soft World Self Serve Car Wash
  - Remove abandoned roof sign to rear of building
  - Screen dumpster
  - Remove billboard
  - Landscape along north and frontage on U.S. 31
  - Screen vending machines
6. 7525 U.S. Highway 31 South  
Po Folks Restaurant
  - Landscape strip, to north, between car wash and use
  - Repair/replace guard rail to north
  - Increase landscaping along U.S. 31
7. 7551 U.S. Highway 31 South  
Sizzler
  - Increase landscaping along U.S. 31
  - Remove parking along U.S. 31
8. 7555 U.S. Highway 31 South  
Central Hardware
  - Install solid fence between Sizzler and use
  - Store bailed cardboard within solid fence
  - Increase landscaping
  - Remove outdoor display
  - Screen vending machines
9. 7600 South Shelby Street  
White Castle
  - Move pay phone closer to building and screen
  - Increase landscaping along Shelby Street
  - Screen transformer box
  - Remove pole sign on Shelby Street
  - Landscape in parking area
10. 7701 U.S. Highway 31 South  
Scheid Tire
  - Increase landscaping along U.S. 31 and Shelby Street
  - Screen parking lot
  - Remove concrete light pole supports
  - Screen dumpster
11. 7800 U.S. Highway 31 South  
7800 Law Offices
  - Screen Federal Express drop box
  - Remove gravel along parking
  - Decrease letter size on wall signs
12. 7802 U.S. Highway 31 South  
Wendy's Old Fashioned Hamburgers
  - Landscaping along U.S. 31 and Shelby Street
  - Landscaping between Dunkin' Donuts and use
  - Remove temporary signs

13. 7910 U.S. Highway 31 South  
Dunkin' Donuts
  - Screen Dumpster
  - Increase landscaping along U.S. 31 and Shelby Street
  - Screen newsstands
14. 7940 U.S. Highway 31 South  
Twenty First Amendment Liquor
  - Screen dumpster
  - Landscape all sides of use
  - Strip parking along Shelby Street
  - Remove billboard
  - Relocate phone booth closer to building and screen
  - Screen vending machines
  - Landscaping in parking area
15. 7960 U.S. Highway 31 South  
Steak -n- Shake
  - Landscape along U.S. 31
  - Landscape in parking area
  - Screen newsstands
  - Remove gravel and landscape between Twenty First Amendment and use
16. 7853 U.S. Highway 31 South  
Cattle Company
  - Landscape along U.S. 31
17. 7863 U.S. Highway 31 South  
Rocky Rococo Pan Style Pizza
  - Landscape along U.S. 31
  - Landscape in parking area
18. 7911 U.S. Highway 31 South  
Shoney's Restaurant
  - Enclose dumpster pad screening
  - Landscape along U.S. 31
  - Landscape in parking area
  - Increase landscaping between commercial strip mall and use
19. 7921 U.S. Highway 31 South  
People's Bank and Trust
  - Landscape around use
  - Screen transformer box
20. 7999 U.S. Highway 31 South  
McQuick's/Union 76
  - Remove billboard
  - Screen stored vehicles
  - Landscape along U.S. 31
  - Landscape between laundry and use
  - Remove temporary signs in right-of-way
  - Move and screen telephone booth
  - Screen vending machine
  - Remove abandoned pole to rear of use

21. 7551 South Shelby Street
  - Metrohealth
  - Increase landscaping along Shelby Street and Stop 10 Road
  - Screen transformer box
22. 7609 South Shelby Street  
Greenwood Place Shopping Center
  - Solid fence to screen storage behind Galyan's
  - Landscape in parking area
  - Install planters on sidewalk
  - Screen shopping cart storage at Hills
23. 7799 U.S. Highway 31 South  
Shoe Carnival
  - Remove outside display
  - Limit temporary signs to comply with ordinance
  - Increase landscaping around parking area
  - Remove storage of truck trailers
24. 7711 South Shelby Street  
Pier One (1) Imports
  - Screen parking lot along Shelby Street with landscaping
25. 7701 South Shelby Street  
Burger King
  - Increase landscaping along Shelby Street
  - Screen transformer box
26. 7901 U.S. Highway 31 South  
Cub Foods
  - Landscape in parking area
  - Screen shopping cart storage
  - Screen aluminum can redemption receptacles
  - Screen newsstands
27. 1240 East Stop 11 Road  
Regal Cleaners
  - Landscape around use
28. 1209 East Stop 11 Road  
Waffle House
  - Landscape all grass areas around parking
  - Screen newsstand
  - Stripe parking
  - Remove pole barn
  - Remove abandoned concrete light pole support
29. 8012 U.S. Highway 31 South  
Car-X Muffler and Brake
  - Remove abandoned concrete light pole support
  - Screen dumpster
  - Landscape along U.S. 31

30. 8003 U.S. Highway 31 South  
Shell Service Station
  - Close curb cuts closest to intersection
  - Screen vending machines
  - Remove outdoor display
31. 8055 U.S. Highway 31 South  
Beck Toyota
  - Landscape frontage
  - Remove billboard
  - Remove temporary office structure
32. 8040 U.S. Highway 31 South  
Greenwood Point
  - Landscape around and in parking area
  - Screen Dumpsters
  - Remove excess asphalt to north
  - Screen storage in rear
33. 8180 U.S. Highway 31 South  
Ryan's Family Steakhouse
  - Screen dumpster
34. 8125 U.S. Highway 31 South  
Jiffy Lube
  - Remove temporary signs
35. 8202 U.S. Highway 31 South  
Fretter Appliance Company
  - Landscape frontage
  - Landscape between Hubler Chevrolet and use
  - Remove truck trailer storage
36. 8220 U.S. Highway 31 South  
Hubler Chevrolet Inc.
  - Landscape between Fretters and use
  - Landscape along entrance to use
37. 8230 (approximately) U.S. Highway 31 South  
Residential structure
  - Remove stone structure
  - Remove trailer home from site
  - Replace with well designed commercial use
38. 8345 U.S. Highway 31 South  
Greenbrook Shoppes
  - Increase landscaping along frontage
  - Remove temporary signs along right-of-way
  - Landscape within parking area
  - Increase landscaping in front of Hooker's Hamburgers
  - Replace gravel around Hooker's Hamburgers with landscaping
39. 8425 (approximately) U.S. Highway 31 South  
Tom O'Brien's Auto Lot
  - Remove billboard

40. 8424 U.S. Highway 31 South  
Stuart-Skillman Oldsmobile, Inc.
  - Increase landscaping along U.S. 31
  - Remove banners
  - Remove temporary signs
  - Screen storage
41. 8545-8701 U.S. Highway 31 South  
Single-family residences
  - Replace with appropriate commercial use
  - Follow design standards for development
42. 8540 U.S. Highway 31 South  
Christ United Methodist
  - Landscape along U.S. 31
  - Remove storage shed and animals along U.S. 31
  - Landscape in parking area
  - Screen/remove mobile home
  - Screen dumpster
  - Remove or pave gravel parking in rear of use
43. 8616-8622 U.S. Highway 31 South  
Single-family residences
  - Replace with appropriate commercial uses
  - Follow design standards for development
44. 8631 U.S. Highway 31 South  
Greenwood Corner Shopping Mall
  - Landscape along U.S. 31
  - Landscape in the parking area
  - Screen/improve garbage receptacles
  - Remove temporary signs along U.S. 31
45. 8733 U.S. Highway 31 South  
Merchants National Bank
  - Landscape along U.S. 31
46. 8800-8820 U.S. Highway 31 South  
Zayre - Frank's Nursery and Crafts Shopping Center
  - Landscape along U.S. 31
  - Landscape in parking area
  - Replace/remove "IN", "OUT" signs on U.S. 31
  - Screen outdoor storage
  - Screen phone booth, horse ride and trash receptacles
  - Landscape between Toys-R-Us and use
  - Remove storage of truck trailers
  - Screen dumpster
47. 1650 East South County Line Road  
Toys-R-Us
  - Landscape along County Line Road
  - Landscape in parking area
  - Screen shopping cart storage
  - Landscape between Zayre and use
  - Screen dumpster

48. 8820 U.S. Highway 31 South  
August Moon Chinese Restaurant
  - Landscape along U.S. 31
  - Landscape between Zayre and use
49. 8811 Hardegan Street  
County Line Mall
  - Landscape in parking area
  - Landscape north of use
  - Screen trash receptacles
  - Screen outdoor storage
  - Remove/screen truck trailer storage
50. 8817 U.S. Highway 31 South  
Max and Erma's
  - Increase landscaping on U.S. 31
  - Landscape between Computer talk and use
  - Landscape in parking area
  - Remove abandoned ground sign
51. 8901 U.S. Highway 31 South  
Denny's Restaurant
  - Screen transformer box
  - Increase landscaping along U.S. 31
52. 8931 U.S. Highway 31 South  
H.H. Gregg Appliances
  - Landscape north and east of use
  - Screen satellite dishes
  - Screen dumpster
53. 8935 U.S. Highway 31 South  
Hardee's
  - Landscape east and south of use
  - Landscape in front parking
54. 8961 U.S. Highway 31 South  
Fox Photo
  - Enclose dumpster pad
  - Landscape all sides of use
55. 8910 U.S. Highway 31 South  
Indiana National Bank
  - Screen dumpster
  - Landscape north of use
56. 2004 East South County Line Road  
Speedway Petroleum
  - Screen dumpster and vending machines
  - Remove temporary shed
  - Remove concrete light pole support
  - Remove gravel and railroad ties behind use

57. 8920 U.S. Highway 31 South  
Kuppenheimer Men's Clothes
  - Screen dumpster
  - landscape along U.S. 31
  - Landscape in parking area
  - Landscape between Indiana National Bank and use
58. 8950 U.S. Highway 31 South  
Neathery's Amoco Station
  - Screen dumpster, entrance to car wash, and air conditioning units
  - Landscape along U.S. 31 and East County Line Road
  - Remove gravel behind use
  - Eliminate outdoor storage/display
  - Move phone closer to use and screen
59. 1910 East Stop 13 Road  
Carpet Fashions, Inc.
  - Landscape along U.S. 31
  - Remove temporary signs
60. 2010 East Stop 13 Road  
Jim Stewart Tire Co., Inc.
  - Remove truck trailer storage
  - Screen dumpster
  - Remove storage of vehicles
  - Remove gravel parking in rear
  - Remove outdoor storage and display
  - Landscape all around use
  - Remove temporary signs
61. 1992 East Stop 13 Road  
Bates, Inc. -- The Great Frame Up Shopping Center
  - Landscape north, east and south of use
  - Screen air conditioner and transformer units to rear of use
  - Limit temporary signs in store windows
  - Landscape in parking area
62. 1975 (approximately) East Stop 13 Road  
Stride Rite -- Computer Talk Shopping Center
  - Screen dumpster
  - Landscape around parking area
  - Remove temporary sign in front
  - Limit temporary signs in windows
  - Remove outdoor display
63. 2020 East South County Line Road  
Morris Plan
  - Landscape around parking area
  - Landscape in parking area
  - Replace gravel with grass
  - Remove temporary ground sign
  - Screen dumpster

64. 2110 East South County Line Road  
Kroger Company
  - Landscape in parking area
  - Landscape around parking area
  - Screen newsstands, vending machines and shopping cart storage
  - Screen delivery bays along County Line Road
  - Screen transformer box
  - Remove outdoor display and storage
  - Screen dumpster
65. 2130 East South County Line Road  
Arby's Roast Beef Drive-In
  - Landscape between County Line Mall and use
  - Screen dumpster
  - Landscape along County Line Road and along St. Peter Street
66. 2152 East South County Line Road  
Carpenter Realtors
  - Landscape in parking area
  - Landscape around parking area
67. 8912 St. Peter Street  
Laurel Lake Center
  - Screen Dumpster
  - Replace consolidated business sign
  - Landscape the front (along St. Peter) and sides of use
  - Remove temporary signs and banners
68. 8950 St. Peter Street  
Soneley's Body Shop
  - Remove outdoor storage of auto parts
  - Screen dumpster
  - Landscape front and back of use (east and west)
69. 2220 East South County Line Road  
Alfredo's Italian Restaurant
  - Landscape along Keystone Avenue
70. 2224 East South County Line Road  
Personal Touch Car Wash
  - Landscape in rear parking area
  - Remove billboard
  - Landscape along St. Peter Street and County Line Road
  - Remove temporary ground signs
  - Screen dumpsters
71. 2306 East South County Line Road  
County Line Shops
  - Landscape east of use
  - Landscape in parking area
72. 2334 East South County Line Road  
Bank One
  - Screen transformer/air conditioning units



73. 2424 East South County Line Road  
Shop-N-Go
  - Landscape along County Line Road
  - Landscape in parking area and between Pizza Hut and the use
74. 2522 East South County Line Road  
Pizza Hut
  - Screen dumpsters
  - Landscape between Shop-N-Go and use
  - Landscape between McDonald's and use
75. 2484 East South County Line Road  
Kinder Care
  - Screen playground equipment
76. 2524 East South County Line Road  
McDonald's Restaurant
  - Remove temporary ground signs
  - Landscape north of use and along County Line Road
  - Landscape between Pizza Hut and use
77. 6825 South Madison Avenue  
Midwest Water Systems, Inc. (Midwest Pools)
  - Increase landscaping along Madison Avenue
  - Screen outdoor storage
78. 6845 South Madison Avenue  
Dirt Stripper Car Wash
  - Install Landscape Islands along Madison Avenue
  - Screen vending machines
  - Landscape strip between use and Midwest Pools
79. 6826 South Madison Avenue  
Madison Square Shopping Center (includes adjacent commercial strip mall)
  - Screen dumpsters at Marsh and strip mall
  - Landscape along Madison Avenue
  - Landscape in parking area
  - Screen vending machines and newsstands
  - Create permanent location for postal mail boxes and screen
  - Landscape along Buck Creek
80. 6912 South Madison Avenue  
Merchants National Bank & Trust Co.
  - Screen air conditioning units
  - Landscape along Madison Avenue
  - Landscape in parking area
  - Stripe parking area
81. 6955 South Madison Avenue  
Southport Pet Clinic
  - Remove billboard
  - Landscape along Madison Avenue
  - Relocate phone booth closer to building and screen

82. 6957 South Madison Avenue  
Choi's A-1 Karate/Ye Olde Print Shoppe
  - Remove pole sign and replace with appropriate roof sign
  - Remove billboard
  - Landscape along Madison Avenue
  - Landscape along creek
83. 6946 South Madison Avenue  
Professional Plumbing/AMT, Incorporated
  - Replace gravel parking with landscaping
  - Landscape along creek
  - Unify signage (on building and pole sign)
  - Stripe parking
  - Landscape between use and Little Champ Gasoline
84. 6959 South Madison Avenue  
Little Champ Gasoline
  - Screen dumpster and vending machines
  - Remove temporary signs
  - Landscape along Madison Avenue
  - Remove temporary pole barns
  - Replace/repair damaged pole sign
  - Close curb cuts closest to intersection
  - Remove abandoned poles
  - Remove outdoor display
  - Landscape between use and Professional Plumbing/AMT, Incorporated
85. 6936 South Madison Avenue  
Precision Tune Auto Repair
  - Landscape along Madison Avenue and Southport Road
  - Remove abandoned concrete light pole supports
  - Landscape along creek
86. 7001 South Madison Avenue  
Bank One
  - Maintain landscaping along Madison Avenue and Southport Road
  - Landscape in parking area
87. 7019 South Madison Avenue  
South Pole/Lindner Dairy/Porter Paints Shopping Center
  - Landscape along Madison Avenue and Van Dyke
  - Remove temporary signs
  - Unify signage
  - Screen vending machines
  - Screen phone booth
  - Remove abandoned pole
  - Reduce window signs at Lindner's
88. 7000 South Madison Avenue  
Amoco Food Shop
  - Landscape along Madison Avenue
  - Screen Dumpster
  - Screen air hose
  - Landscape between use and shopping center to south

89. 7020 South Madison Avenue  
Superior Video/Photo Graphics Unlimited
  - Screen dumpster
  - Screen storage
  - Remove billboard
  - Landscape along Madison Avenue
  - Landscape between use and Amoco
  - Limit window and roof signs
  - Unify signage
  - Stripe parking area
90. 7058 South Madison Avenue  
The Workshop Beauty Shop
  - Increase landscaping along Madison Avenue
91. 7110 South Madison Avenue  
Gifts-Crafts/Southport Dog Grooming
  - Replace existing signs with one unified sign
  - Remove gravel drive
  - Landscape along Madison Avenue
  - Landscape between use and Colonial Village Apartments
  - (Long-term) Replace residential conversions with commercial structure
92. 7060 South Madison Avenue  
Colonial Village Apartments
  - Screen dumpster
  - Consolidate sign with surrounding commercial uses
  - Landscape all sides of use
93. 7150 South Madison Avenue  
Southside Pediatrics
  - Landscape all sides of use
  - Remove excess parking at rear of use
  - Landscape in parking area
94. 7101 (approximately) South Madison Avenue  
Two vacant structures
  - Replace with commercial structure
  - Remove gravel
  - Landscape along Madison Avenue
95. 7175 South Madison Avenue  
Reed's Barber Shop
  - Unify parking with adjacent dentist office
  - Remove parking along Worman Street
96. 7202 South Madison Avenue  
Southport Church of Christ
  - Landscape around and in parking area
  - Maintain sign

97. 7210 South Madison Avenue  
Madison Village Apartments and Professional Office
  - Screen air conditioning units (rear of use)
  - Increase landscaping along Madison Avenue and Madison Village Drive
  - Screen dumpsters at apartments
98. 7211 South Madison Avenue  
Speedway Servicercenter
  - Remove temporary signs
  - Screen dumpster
  - Screen vending machines
  - Close a curb cut on Madison Avenue
99. 7211 South Madison Avenue  
Beck Muffler
  - Landscape along south street and between use and residences behind
  - Screen dumpster
  - Discontinue outdoor servicing of vehicles
  - Remove debris in rear
  - Remove inaccessible pavement in rear
  - Remove vacant poles
100. 7369 South Madison Avenue  
Mister Liquor
  - Landscape along Madison Avenue
  - Landscape along South Street
  - Limit signs on building
  - Screen vending machines
  - Relocate/screen phone booth
101. 7373 South Madison Avenue  
Keen Children's Shoes
  - Landscape along Madison
  - Landscape between use and Key Way Beauty Shop
102. 7220 South Madison Avenue  
Fast Frank's Printing (Big Red-Q)
  - Increase landscaping along Madison Avenue and Madison Village Drive
  - Landscape between The Party Tavern and use
  - Landscape between the gym and use
  - Stripe parking
103. 7220 South Madison Avenue  
Aridizzone and Nalley's Gym
  - Landscape between use and Fast Frank's Printing
  - Landscape along Madison Village Drive
104. 7350 South Madison Avenue  
The Party Tavern
  - Remove "IN" and "OUT" signs
  - Landscape between use the Fast Frank's Printing
  - Landscape along Madison Avenue
  - Limit Signs

105. 7377 South Madison Avenue  
Key Way Beauty Shop
  - Increase landscaping along Madison
  - Landscape between Keen Shoes and use
106. 7420 South Madison Avenue  
Cycle Revolution Suzuki/Dance Company
  - Remove gravel
  - Landscape all around use
  - Remove temporary signs
  - Limit window signs
107. 7440 South Madison Avenue
  - Wilson-Holt Photography
  - Screen dumpster
108. 7460-7482 South Madison Avenue  
Single-family residences and commercial conversions
  - Remove washer-dryer for sale sign
  - Pave gravel parking
  - (Long range) Develop commercially according to the U.S. 31/South Madison Avenue Corridor Plan Zoning Plan
109. 7488 South Madison Avenue  
Lite World, Inc./Bargain Liquors Shopping Center
  - Landscape along Madison Avenue and Stop 10 Road
  - Limit window signs
  - Screen dumpster and vending machines
110. 7510 (approximately) South Madison Avenue  
Office complex
  - Screen dumpster
  - Increase landscaping along Stop 10 and Madison Avenue
111. 7520 South Madison Avenue  
Singleton & Herr Mortuary
  - Increase landscaping along Madison Avenue
112. 7600 South Madison Avenue  
Medical laboratory
  - Screen dumpster
  - Increase landscaping along Madison Avenue
113. 7605-7634 South Madison Avenue  
Single-family residences
  - (Long range) Develop commercially according to the U.S. 31/South Madison Avenue Corridor Study Zoning Plan
114. 7816 South Madison Avenue  
Madison Avenue Baptist Church
  - Pave parking
  - Landscape all around use
  - Maintain sign

115. 2423 Tamarack Lane  
Greentree Apartments
  - Landscape along Madison Avenue
116. Northeast corner of Stop 11 Road and Madison Avenue  
Commercial strip shopping mall
  - Remove temporary signs
  - Landscape along Madison Avenue and Stop 11 Road
  - Landscape around and in parking area
  - Unify signage
117. 7916 South Madison Avenue  
Indiana National Bank
  - Landscape between use and Village Pantry
  - Screen dumpster
118. 7976 South Madison Avenue  
Village Pantry
  - Screen phone booths
  - Landscape along Madison Avenue and Stop 11 Road
  - Landscape between use and Indiana National Bank
  - Screen vending machines
119. 8010 South Madison Avenue  
Sunoco Gasoline
  - Remove temporary signs
  - Remove outdoor storage/display
  - Landscape along Madison Avenue
  - Screen phone booth, vending machines, transformer box and dumpster
120. 8011 South Madison Avenue  
Stop 11 Standard Service (Amoco)
  - Remove outdoor display/storage
121. 8021 South Madison Avenue  
Taco Bell Restaurant
  - Limit window signs
122. 8025 South Madison Avenue  
Vacant commercial structure
  - Have appropriate, according to the Zoning Plan of the Corridor Study, commercial use occupy structure
  - Landscape around parking area
123. 8020 South Madison Avenue  
Winchester Village Apartments
  - Screen dumpsters
  - Landscape along Madison Avenue, and between use and Sunoco

124. 8031 South Madison Avenue  
Creston Village Square Shopping Center
  - Landscape in parking area
  - Remove temporary signs along Madison Avenue
  - Limit window signs
  - Screen newsstands/phone booths
  - Remove outdoor storage/display
  - Unify signage on structure
  - Landscape along Madison Avenue and Stop 11 Road
125. 2367 East Stop 11 Road (in shopping center)  
Claude and Annies/Deering Cleaners
  - Screen dumpsters and back of uses
  - Landscape in parking area
126. 2351 East Stop 11 Road  
Rose Garden Restaurant
  - Landscape all around use
  - Remove temporary pole barn
  - Screen dumpster
127. 2217 Winchester Drive
  - Bob Cook Realty Co.
  - Landscape along Madison Avenue
128. 8201 South Madison Avenue  
Charleston South Apartments
  - Landscape along Madison Avenue
129. 8202 South Madison Avenue  
Winchester Professional Center
  - Landscape along Madison Avenue
  - Remove temporary signs in right-of-way (new addition)
  - Screen dumpsters
  - Landscape in parking area
130. 8375 South Madison Avenue  
Low Cost RX Prescriptions
  - Landscape along Madison Avenue
131. 8401 South Madison Avenue  
Rax Restaurant
  - Landscape along Madison Avenue and Sear Terrace
132. 8549 South Madison Avenue  
Americana Healthcare Center
  - Increase Landscaping along Madison Avenue
133. 8686 South Madison Avenue  
8686 Professional Offices
  - Landscape along Madison Avenue

134. 8801 South Madison Avenue  
Crestwood Village South Apartments  
- Increase landscaping along Madison Avenue  
- Landscape between use and single family residences to the south
135. 8778 South Madison Avenue  
8778 Madison Offices  
- Increase landscaping along Madison Avenue
136. 8780-8916 South Madison Avenue  
Vacant and single-family residences  
- Remove temporary signs  
- (Long range) Develop commercially according to the Zoning Plan included in the U.S. 31/South Madison Avenue Corridor Study
137. 8965 South Madison Avenue  
Carpetland USA, Inc.  
- Landscape along Madison Avenue and South County Line Road  
- Screen dumpsters  
- Remove billboards  
- Limit window signs  
- Pave gravel by dumpsters  
- Improve screening of truck trailers/outdoor storage



## B. Section Two: Land Use Plan

### Introduction

The land use plan for the U.S. 31/South Madison Avenue Corridor Study is designed as a detailed update of the Comprehensive Plan for Marion County within the boundaries of the study area. The land use plan updates the comprehensive plan and recommends variations from it which address specific corridor-level concerns in a detailed manner.

### 1. Comprehensive Plan

The following will outline major deficiencies in the official Comprehensive Plan for Marion County within the U.S. 31/South Madison Avenue study boundaries (Map 9).

- a. Table C, Part One, Section One of this text illustrates the general inaccuracy of the Comprehensive Plan. The table compares the total acres devoted to each land use. Specifically, the Comprehensive Plan devotes 41%, by acres, of the study area to single family residential land uses. The 1987 residential land uses only account for 27% of the total study area.
- b. The Marion County Comprehensive Plan also omits the documentation of special uses found throughout the study area. Special uses consist of churches, schools, post offices, and libraries.
- c. A comprehensive plan cannot be as specific or in depth as a smaller scale study. The U.S. 31/South Madison Avenue Corridor plan will address problems that the Comprehensive Plan does not.
  1. Transportation
  2. Public Facilities
  3. Zoning
  4. Business Conditions
  5. Community Services
  6. Land Use Changes
  7. Demographics

### 2. Land Use Plan

The following major objectives are addressed by the plan (Map 15).

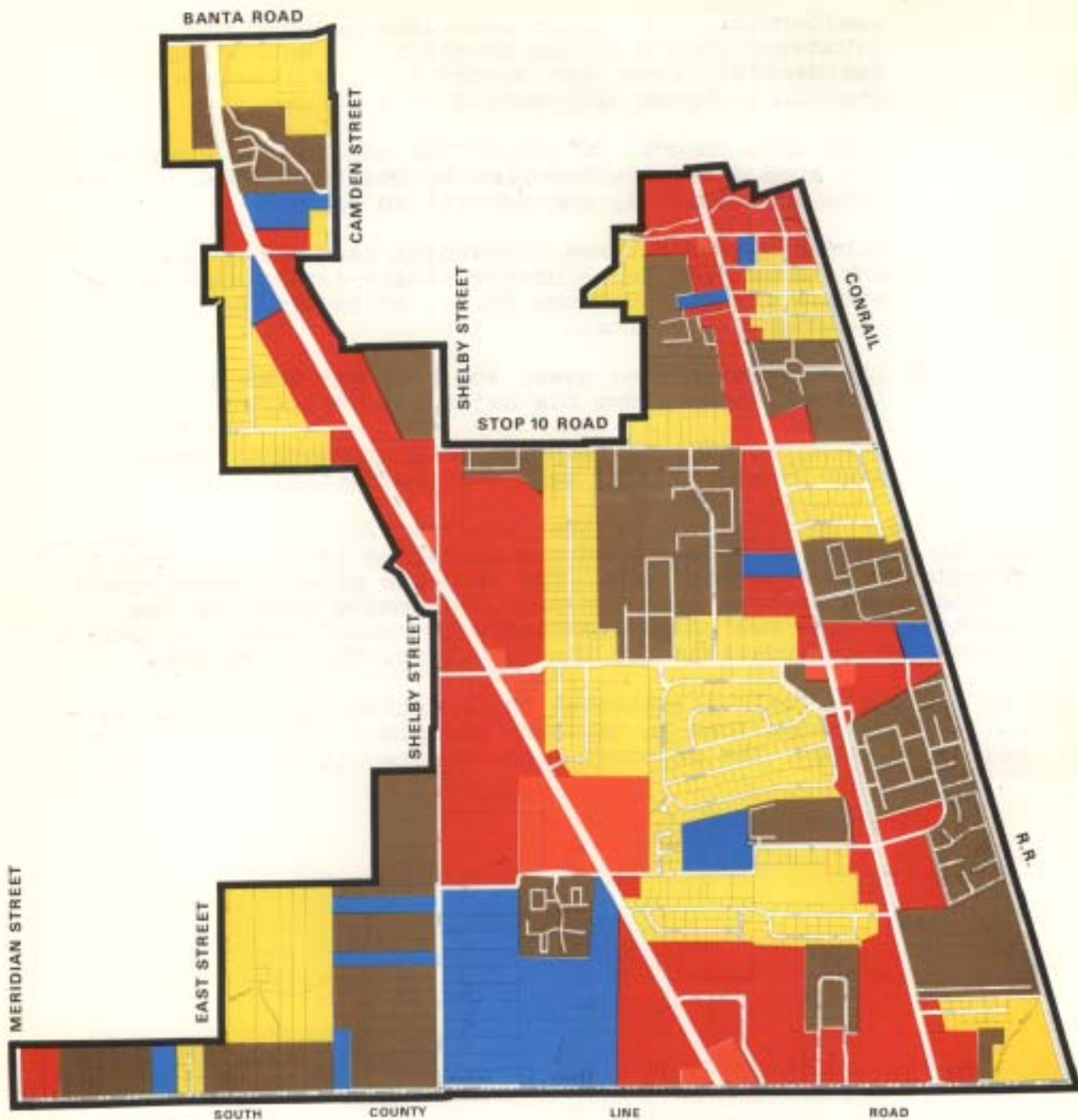
- a. Enhancement and unification of commercial uses fronting Madison Avenue, South County Line Road, and U.S. Highway 31.
- b. Preservation of single-family residences.
- c. Development of a general land use policy which provides stronger boundaries between commercial and

residential. The plan takes into account the current mixed-use nature of the corridor, as well as the residential areas that border it, and attempts to provide a strong delineation of each use.

- d. Long term removal of industrial use in the study area. The area currently occupied by the industrial use is more appropriately residential in nature.
- e. Buffering the intense commercial uses along the corridors from less-intense single-family residences with a transitional use (i.e., multi-family residential, office).
- f. Limit auto-related uses, and position them at intersections along the major thoroughfares.
- g. Strengthen the residential uses preventing commercial uses from intruding into the residential area.

Map 15 is a detailed map of the land use plan. The plan should act as a guide to better land use decisions in an area that is growing at an alarming rate. The land use plan is specifically developed to be used with the proposed zoning plan for the corridors. The two plans coordinate the development and help to provide recommendations for the future growth of the area.

The following table illustrates the existing land use compared to the recommendations in the land use plan. This comparison notes, in acres, the proposed acres devoted to each land use.



# **U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN** **MAP 15 / LAND USE PLAN**

- |                    |                   |                    |
|--------------------|-------------------|--------------------|
| <b>RESIDENTIAL</b> | <b>COMMERCIAL</b> | <b>SPECIAL USE</b> |
| Single Family      | Office-Retail     |                    |
| Multi-Family       | Auto Related      |                    |

The preparation of this map was financed in part by a Community Development Block Grant



MAY, 1988  
 Department of Metropolitan Development  
 Division of Planning  
 Indianapolis-Marion County, Indiana

LAND USE COMPARISONS  
EXISTING/PROPOSED  
TABLE E

<u>Land Use</u>	<u>1987 Land Use</u>		<u>Proposed Land Use</u>		<u>Change</u>	
	<u>Acres</u>	<u>% of Total</u>	<u>Acres</u>	<u>% of Total</u>	<u>Actual</u>	<u>%</u>
Residential						
Single-family	470	27%	582	34%	112 acres	24%
Multi-family	30	17%	430	25%	130 acres	43%
Commercial	375	22%	620	36%	245 acres	65%
Industrial	2	0.1%	0	--	-2 acres	-100%
Public Use	83	5%	98	6%	15 acres	18%
Undeveloped/ Vacant/ Agricultural	500	29%	0	--	-500 acres	-100%
<hr/>						
Total	1,730	acres	1730	acres		

## C. Section Three: Proposed Zoning Plan

### Introduction

Earlier segments of the plan have examined current land use and zoning conflicts in the corridor. The facts gathered from this examination, the goals and objectives prepared, as well as a detailed land use plan have provided the basis to develop a zoning plan for the U.S. 31/South Madison Avenue corridor. The plan blends development objectives, land use plan and zoning districts into three interrelated segments of an overall corridor development scheme. Proposed land use and development schemes, and the need to eliminate zoning/land use conflicts, have been taken into consideration when recommending the general zoning changes. The proposed zoning plan and zoning change maps illustrate these recommendations (see Map 16).

#### 1. Proposed Zoning Plan

The U.S. 31/South Madison Avenue Corridor zoning plan is designed to accomplish the following:

##### Goal

To properly match land use proposals and decisions with appropriate zoning classifications.

##### Objectives

1. Correctly zone properties whose use, although appropriate for the corridor, is not matched by an appropriate zoning classification.
2. Downzone certain commercial areas to a lower classification to better support the most appropriate range of uses on the corridor.
3. Upzone segments of the corridor where present zoning classifications are outdated and/or inappropriate for a commercial corridor.

##### Objective 1:

An important function of the zoning plan is to encourage the proper zoning classification appropriate uses in the corridor which currently operate within an inappropriate zoning district. These uses, presently, are hindered in their current and future expansion plans in that a variance must be obtained for most any improvement desired by the businessman.

These zoning changes should be initiated within the next one to two years by either the individual property owner or the City's Division of Development Services. Rezoning of this type should not be a problem, as they will benefit the property owner and the corridor.

### Objective 2:

A second series of recommendations regarding the downzoning of certain segments of the corridor where the properties are presently zoned incorrectly for the use on the site. More important than the current use consideration is the fact that these classifications allow for future development that would be inappropriate for the corridor.

### Objective 3:

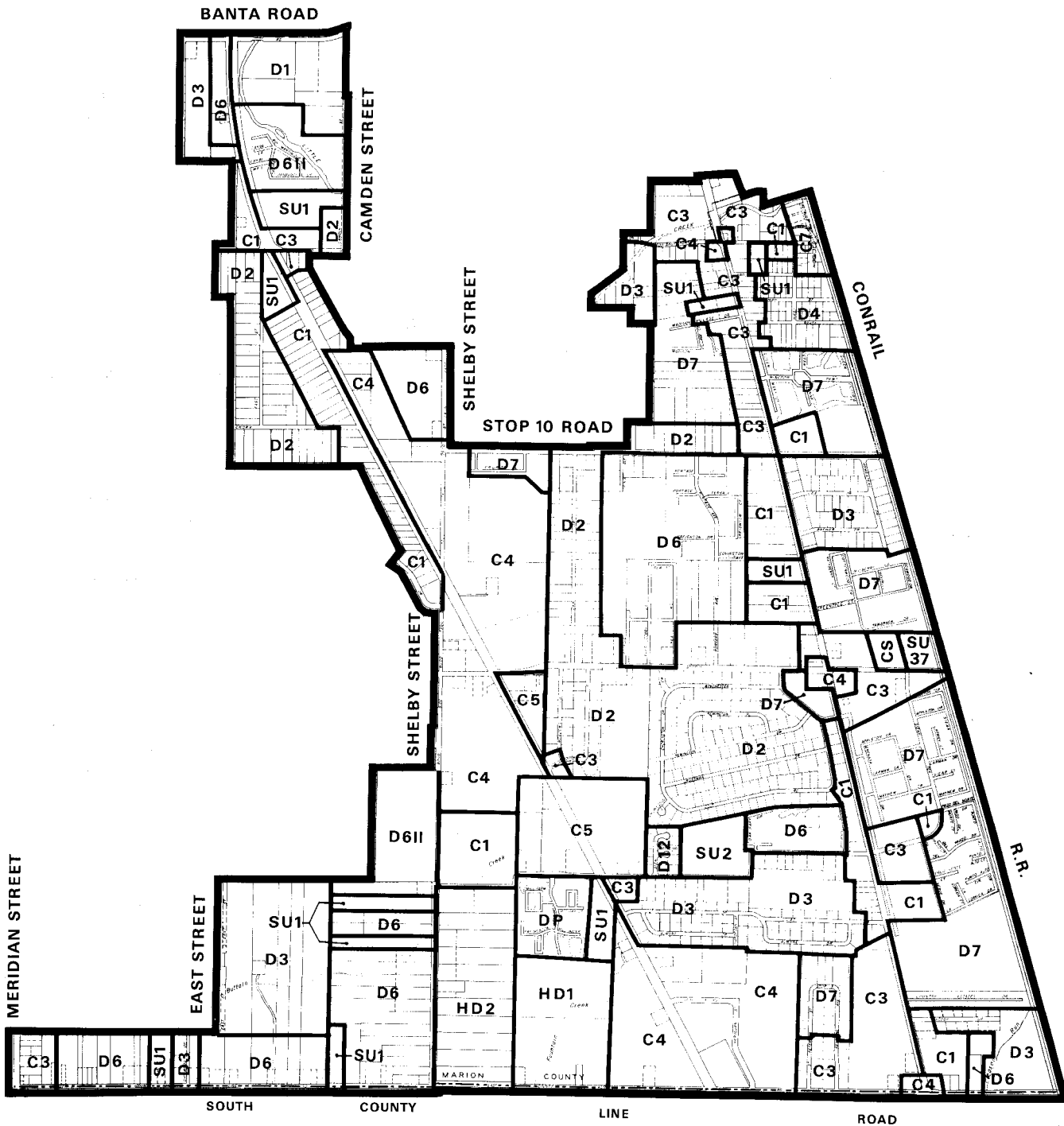
A final series of recommendations involves the upzoning of segments of the corridor which are no longer appropriately zoned for use on the site or which hinder appropriate development of a site due to its zoning.

### Summary

The Zoning Plan and Land Use Plan are designed so that changes in land use are matched by appropriate changes in zoning where necessary, while zoning changes are recommended to reflect appropriate land use for the site. The properties recommended for rezoning fall into two categories:

- Priority I - Immediate action
- Priority II - Action in long term

Some of the current zoning districts throughout the corridor are inappropriate and not in the best future interests of the corridor. High priority recommendations should be pursued by the business/property owner, and appropriate City agencies, to stabilize land use in the area. Inappropriate zoning is a pressing problem throughout the corridor and must receive serious and immediate attention.



## U.S. 31 / SOUTH MADISON AVENUE CORRIDOR PLAN

### MAP 16 /ZONING PLAN

**RESIDENTIAL DISTRICTS**  
D1, D2, D3, D6, D7, D6II,  
D12, DP

HD1 Hospital District One  
HD2 Hospital District Two

**COMMERCIAL DISTRICTS**  
C1 Office Buffer  
C3 Neighborhood  
C4 Community Regional  
C5 General Commercial  
CS Special Commercial

**SPECIAL USE DISTRICTS**  
SU1 Church  
SU2 School  
SU37 Library

Priority Rezonings:

	<u>Address</u>	<u>Priority</u>	<u>Current Use</u>	<u>Zoning</u>		<u>Objective Addressed</u>
				<u>Existing</u>	<u>Proposed</u>	
1.	4-10 S. County Line Rd.	II	Residential	A2	C3	3
2.	116-224 S. County Line Rd.	II	Residential	A2	D6	3
3.	412-714 S. County Line Rd.	II	Residential	A2	D6/D3	3
4.	808-980 S. County Line Rd.	II	Residential	A2	D6	3
5.	2816 S. County Line Rd.	I	Multi-Family	A2	D7	1
6.	2900-3100 S. County Line Rd.	II	Vacant	A2	D3	3
7.	8904-8945 Chitwood Dr.	I	Residential	A2	D3	1
8.	8718-8926 Shelby St.	II	Residential	A2	D6	1
9.	8604-8700 Shelby St.	II	Residential	A2	D6	3
10.	8505-8701 Shelby St.	II	Residential	A2	HD2	3
11.	8707-8807 Shelby St.	II	Residential	A2	HD2	3
12.	8300-8400 Shelby St.	II	Vacant	Cl/CS	Cl	2
13.	7600-7700 Shelby St.	I	Commercial	CS	C4	2
14.	7200-7420 Shelby St.	II	Residential/ Vacant	A2	D6	3
15.	7002-7340 Shelby St.	I	Residential	A2	D2	1
16.	8939 S. Madison Ave.	I	Commercial	C4	Cl	1
17.	8516-8600 S. Madison Ave.	II	Vacant/ Residential	A2/D3	Cl	3
18.	8800-8916 S. Madison Ave.	II	Commercial/ Vacant	A2	C3	3
19.	8823-8835 S. Madison Ave.	II	Residential/ Commercial	A2	Cl	3
20.	8100-8246 S. Madison Ave.	I	Vacant/ Commercial	D2	Cl	1/3
21.	7976, 8010, 8011 Madison Ave.	I	Commercial	C3	C4	1
22.	7822-7830 S. Madison Ave.	I	Residential	A2	Cl	3
23.	7620-7628 S. Madison Ave.	I	Residential	A2	Cl	3
24.	7474-7480 S. Madison Ave.	II	Commercial	Cl	C3	3
25.	7420-7460 S. Madison Ave.	I	Commercial	A2	C3	1/3
26.	7210 S. Madison Ave.	I	Commercial	A2	D3	1/3
27.	7151-7301 S. Madison Ave.	I	Commercial	D4	C3	1
28.	7150 S. Madison Ave.	I	Commercial	Cl	C3	1
29.	6847 S. Madison Ave.	I	Commercial	D3	C3	1
30.	8823-8835 S. Madison Ave.	I	Commercial Residential	A2	Cl	1/3



<u>Address</u>	<u>Priority</u>	<u>Current Use</u>	<u>Zoning</u> <u>Existing</u> <u>Proposed</u>	<u>Objective</u> <u>Addressed</u>
31. 8907-8933 Meridian St.	I	Commercial/ Residential	A2	1/3
32. 371 Banta Rd.	I	Residential	A2	1
33. 699-895 Banta Rd.	I	Residential	D6II/A2	1
34. 435-675 Hickory Ln.	I	Residential	A2	1
35. 7514-7934 Oak Dr.	I	Residential	A2	1
36. 7505-7915 Oak Dr.	I	Residential	A2	1
37. W. of Zona Dr. to RR tracks	I	Multi-family	I2S	1
38. 415-435 Southport Rd.	I	Residential	A2	1
39. 750 Southport Rd.	I	Residential	A2	2/3
40. 1605-1625 Southport Rd.	I	Commercial/ Residential	D6/A2	1/3
41. 1511-1531 Stop 10 Rd.	II	Residential	A2	3
42. 1325-1503 Stop 10 Rd.	I	Residential	A2	1
43. 1518-1820 Stop 10 Rd.	I	Residential	A2	1/3
44. 1301-1351 Stop 11 Rd.	I	Commercial	C4	1
45. 1407-1411 Stop 11 Rd.	II	Vacant	A2	3
46. 1500 block Stop 11 Rd.	I	Multi-family	A2	1
47. 1620-1900 Stop 11 Rd.	I	Residential	A2	1
48. 1601-2109 Stop 12 Rd.	I	Residential	A2	1
49. 6780 U.S. 31	I	Residential	A2	1
50. 7110-7755 U.S. 31	II	Vacant	C1/D3/A2	2/3
51. 7231-7329 U.S. 31	II	Residential	A2	3
52. 8616-8622 U.S. 31	II	Residential	A2	3
53. 8320 U.S. 31	II	Residential	D3	3
54. 8141-8151 U.S. 31	II	Vacant	A2/D3	3
55. 8500 U.S. 31	II	Residential	D3	3
56. 7013-7209 U.S. 31	II	Residential	A2	3
57. Preddy Drive	I	Residential	D3	1

D. Section Four: U.S. 31/South Madison Avenue Corridor  
Recommended Standards for Development

The following standards are recommended for the U.S. 31/South Madison Avenue Corridor to:

- (1) develop human and pedestrian scale in a typically high volume, active, automobile oriented corridor,
- (2) minimize, to the extent possible, negative impacts of new development and buffer adjacent residential uses,
- (3) contribute to positive visual perceptions of the corridor,
- (4) add to overall quality of the area through improved site organization, visual quality, and reasonable maintenance.

The U.S. 31/South Madison Avenue Corridor Plan, in conjunction with these standards, will:

- (1) give property owners and developers a clear idea of what type of development is appropriate in this area, and
- (2) establish guidelines for City planning staff review of zoning and variance cases and the review of any development seeking public assistance or funding.

The design standards will not replace existing zoning ordinances, but complement them. They deal with many of the same topics as zoning ordinances, but are standards that are tailored to the U.S. 31/South Madison Avenue area. They are written to guide the implementation of the plan for the area. Zoning variances may be necessary for situations where these recommended standards conflict with the requirements for zoning ordinances. The benefits to be gained by applying the standards to area projects, for the individual property owner and for the improved image of the area, will justify the variances to the zoning ordinances.

STANDARDS FOR COMMERCIAL DEVELOPMENT

One of the most distinctive features of a commercial area is its buildings. Building size, shape, color, materials, etc. do much to establish the character of an area no matter what style or age the buildings are. For any commercial area to have an identifiable character there needs to be some common elements that run through the area e.g., similar architectural style, building age, building materials, etc. The design standards are to highlight existing character and to help new construction match that character.

## ARCHITECTURAL COMPONENTS

The reasons for developing building design standards are to make sure that new buildings or newly remodeled buildings:

1. Are compatible in color, style, construction, location, etc. with the surrounding environment, and
2. Are easily identifiable with the type of business that they contain.

### A-I Building Setback and Yards

- A. Front Setback/Side and Rear Yards - Front, side and rear yard setbacks in the U.S. 31/South Madison Avenue Corridor vary greatly and any new development should have setbacks similar to adjacent existing development.

Typically side and rear yards in the U.S. 31/South Madison Avenue Corridor have been used for loading and front and side yards for parking. It is recommended that these uses continue where they meet the standards for parking, loading, setbacks, screening, and transitional yards. Wherever possible, parking and loading facilities for several different businesses should be merged so that duplication of these facilities is minimized and curb cuts reduced.

- B. Transitional Yards - Transitional yards (where required yards abut or are across the street or alley from a residential, special use or park district) should be a minimum of fifteen feet deep and contain either a landscape strip, fence, or wall (described later).

- A-II. Building Shape and Orientation - Buildings in the study area generally have facades and floor plans that are rectangular. New buildings should be similar in shape and orientation to those around them.

- A-III. Building Materials - Significant commercial buildings in the study area are made principally of metal, glass, brick, limestone, concrete block or stucco. In general, new buildings should be made of the same materials. Where concrete block is used, it should have a decorative or textured block face.

Side and rear facades of buildings not visible from streets can be made out of materials other than those used on facades seen from streets, but they should be painted or otherwise treated to be compatible with the visible facades.

Materials used in remodeling existing buildings should be of a quality and style typical to commercial buildings and compatible with the existing elements of the buildings on which they are placed. Materials such as wooden doors with no windows, rough sawn siding and wooden shakes would look out of place on commercial buildings in this corridor, and thus are not encouraged for use.

Mansard and other ornamental type roofs should not be added to existing buildings because they often cover up or detract from the original character of the building. They also quite frequently become maintenance problems. New construction may use these roof types if they are designed so as to be an integral part of the building structure and are made of low maintenance building materials.

Any materials used in the U.S. 31/South Madison Avenue Corridor should be as durable and maintenance free as possible. Brick buildings that have never been painted should be painted only if it is necessary for preservation of the bricks. Painting often takes the character away from a brick building and also necessitates more frequent maintenance than a plain brick building.

- A-IV. Building Color - Typical colors on commercial buildings are in a neutral range and primarily the natural colors of the materials (i.e., the colors of brick, stone, metal, etc.) New colors should conform to this.

Color should never be the most immediately noticeable feature of a building.

- A-V. Storefronts - Storefronts in the study area typically contain doors and windows. New commercial construction should also contain windows and doors on facades facing streets.

New facades should have the same general proportions of storefront framing and window size as existing buildings in the area. Similarly, when buildings are remodeled, these proportions should not be destroyed. The study area is an area of primarily contemporary architecture and character. New construction should match the character of adjacent structures.

- A-VI. Building Height - Commercial buildings in the study area are typically one story tall. It is recommended that new retail buildings be single story buildings. Office buildings, motels, apartment buildings, houses, etc. can be more than one story.

- A-VII. Handicapped Access - Retail stores that attract a large segment of the general public (supermarkets, ice cream parlors, bakeries, drugstores, discount stores, etc.) and offices that similarly attract the public (banks, public offices, office buildings containing several offices, etc.) should provide handicapped access from parking areas into the building.

The handicapped access from parking areas to an accessible building entrance should follow American National Standards Institute specifications for site and building access. The standards are included as a part of the Uniform Building Code. The building accessibility part of the code in general requires that most buildings used by the public should have "at least one primary entrance...which is required to be accessible and usable by the physically handicapped and be on a level that would provide accessibility to the elevators where provided."

- A-VIII. Security Screens - Security screens should be the type that allow views through to the storefront when closed; they should be similar to those used in shopping centers. Security screens should be hidden from view when not in use.

Completely opaque screens, similar to garage doors, or permanently fixed bars on storefront windows, should not be permitted.

- A-IX. Mechanical Equipment - Elements of mechanical equipment such as air conditioners, exhaust vents, heating ducts, microwave dishes, and antenna, should be as much out of public view as possible or should be screened from that view. They especially should not be visible from surrounding streets.

- A-X. Awnings - Awnings are fabric structures extended over building doors or windows for the purpose of shading windows or providing weather protection for pedestrians. Recently, awnings have also been used as signs. Awnings can be curved, concave, concave with sides, convex with flat sides and convex with curved sides.

Awnings placed on buildings with more than one ground floor tenant should all be of the same shape and type although they may be of different colors.

Awnings should fit within the bays of storefronts and reflect the storefront proportions. They should be a minimum of eight feet above the sidewalk and should project no more than five feet from the building face.

Awnings should be supported from the building on which they are placed. They should not be supported by vertical members.

Awnings can have the name of the business and business address that represents the primary business at that address. Lettering should be limited to 25% of the surface area of the awning. There should be no cartoon characters on awnings.

Awnings can be colorful (striped also) but the colors used should not contrast significantly with surrounding environment.

Metal, fiberglass or wooden awnings should not be permitted.

- A-XI. Canopies - Canopies are roof-like projections over doors and windows or they are fabric or roof-like sidewalk covers constructed for the purpose of providing weather protection for pedestrians or accentuating entries.

Any canopy attached to a building should be made out of materials compatible to those on the building, should fit within the storefronts, and should reflect the storefront proportions. They should be a minimum of eight feet above the sidewalk.

In cases where it is desirable to cover a sidewalk with a canopy, any canopy supports should be out of the way of pedestrian flow and the roof should be as transparent as possible.

- A-XII. Marquees - Marquees are roof-like projections over entrances which sometimes contain signs. They provide weather protection for pedestrians and accentuate entries. There are no marquees in the area and any new one installed would look out of place. Marquees, therefore, should not be permitted in the area.

- A-XIII. Walk-up Windows - Exterior walk-up windows should be located so that they are safe and convenient for customers to use.

- A-XIV. Outdoor Displays - There should be no outdoor display of products (e.g., appliances, rolls of carpet, lawn care items, etc.) in the area between the front of the building and the street right-of-way, in any required yards and in any off-street parking or loading areas.

- A-XV. Miscellaneous Attachments to Facades - No item attached to the facade of a building and located above a public sidewalk should extend lower than eight feet above the sidewalk. This includes ornamental lights, awnings, canopies, marquees, roof brackets, flags, etc.

## STANDARDS FOR RESIDENTIAL DEVELOPMENT

The U.S. 31/South Madison Avenue Corridor still has large areas of residential development, on either side of U.S. 31 and Madison Avenue, which should be maintained for residential land use.

The design standards are designed to help prevent any commercial intrusion into the residential areas, and to maintain the residential character in the area.

### ARCHITECTURAL COMPONENTS

The reasons for developing building design standards are to make sure that new buildings or newly remodeled buildings:

- 1) Are compatible in color, style, construction, location, etc., with the surrounding environment, and
- 2) Maintain the residential character of the area.

- A-I. Building Setbacks and Yards - Front, side and rear yards -- Whether it be single-family or multi-family, existing residential development has large setbacks all around the structures. New development should have setbacks similar to the development near it, with care taken to have larger or more heavily screened setbacks between residential and commercial development.
- A-II. Building Shape and Orientation - Buildings in the study area generally have facades and floor plans that are rectangular. New buildings should be similar in shape to those around them, oriented away from Madison Avenue or U.S. 31, and towards adjacent residential streets and development.
- A-III. Building Materials - Depending on the age of the structure, the primary materials for residential construction in the corridor are wood and brick. In general, new buildings should be made of the same materials, brick being the preferred material.
- A-IV. Building Color - Typical colors on residential structures are in a neutral or pastel range. New colors should conform to this. Color should never be the most immediately noticeable feature of a building.
- A-V. Building Height - New construction should conform to the Dwelling Districts Zoning Ordinance height limit of 35 feet.
- A-VI. Landscaping - The current landscaping of the residential neighborhoods is natural and free flowing. Installation of future trees and shrubs should reflect

this and should not be planted in a linear manner with regular spacing of the plants. Churches and apartment buildings should be landscaped with extensive use of trees planted in clusters so that the buildings will blend into the neighborhood.

A more regular spacing of planting materials is recommended for residential development fronting U.S. 31 or Madison Avenue, to be more compatible with more regular plantings in adjacent commercial areas.



## STREETSCAPE AND SITE DESIGN COMPONENTS -- COMMERCIAL AREAS

The design of the streetscape (e.g., sidewalk materials, trees, grass strips, shrubs, etc.) and the layout of commercial development sites can have as significant an impact on the surrounding environment as the architecture of commercial structures. Potential customers need to feel comfortable with the area in which they shop. They need to feel that it is safe and easy to move about. Customers need to be able to leave their cars in a convenient location and have a safe and interesting walk to their destination.

The reasons for developing streetscape and site design standards are to make sure that:

1. Automobile circulation is safe and easy for the motorist to understand,
2. Accessibility to businesses in the corridor is made easier,
3. Loading areas operate efficiently and are as much out of public view as possible, and
4. The motorist/pedestrian environment is interesting, attractive, and free from conflict.

### SD-I. Streetscape Components

Examples of streetscape components are benches, trash receptacles, planters, kiosks, bus shelters, ornamental lights, landscaping, banners, flags, sidewalk materials, outdoor restaurants, bollards, fountains, statues, monuments, bike racks, and telephone booths.

Street furniture should be used sparingly and only when there is an obvious need. Many times it is placed where it will never be used. When used, it should be compatible with its surroundings. Materials used in street furniture should be as durable and vandal proof as possible and require a minimum of maintenance. Street furniture (such as benches and planters) can be of poor quality or improperly maintained after installation. Street furniture that is not maintained should be removed.

Street furniture should not be placed so that it interferes with car doors, people entering stores from the street, fire access, etc.

- A. Benches - Benches should be made of durable materials and weigh enough or be fastened in place so that they cannot be easily moved out of place. They should be comfortable to sit on with a seat that is at least eighteen to twenty inches wide and eighteen to twenty inches off of the pavement. The seat should have at least a four inch overhang to provide space for heels.

Two feet of leg space should be provided so that the legs of those seated will not block walkways.

There should be no advertising on benches.

- B. Trash receptacles - Trash receptacles should be of simple design, made of durable materials, and weigh enough or be fastened in place so that they cannot be blown over by the wind. The opening on trash receptacles should be no higher than 3 feet. Open top receptacles are the easiest to use but are open to the elements and should contain weep holes. They expose trash to the public view and need to be emptied often.

Trash receptacle lids with open sides either with or without spring loaded doors are a little more difficult to use but hide the trash better.

There should be no advertising on trash receptacles.

- C. Kiosks - In areas where there is a significant demand to post notices and there is enough room, kiosks provide a logical place to post them.

If used, kiosks should be durable and designed at a human scale. If they are open to the free use of the public (not covered with glass or plastic) no portion of the display space should be above an easily reachable height.

- D. Bus Shelters - In cases where significant numbers of pedestrians wait outside, especially at bus stops, some type of waiting area should be provided. This could be anything from a simple seating area to a bus shelter. All waiting areas should be out of the pedestrian flow of the sidewalk.

If a bus shelter is used, it should be designed to blend into the surrounding area and be as unobtrusive and simple as possible. Bus shelters should be as comfortable as possible but not be designed in such a way that they attract loitering.

Bus shelters should be as durable and maintenance free as possible.

- E. Pedestrian lighting - The purposes of pedestrian scale lighting are to illuminate pedestrian ways, provide security, and to enhance the identity of distinctive areas.

Fixtures selected for a specific site or area should be decorative but at the same time have some relationship to the physical features in the area. They should be functional and provide good rendition of color at night.

Typical mounting height of pedestrian fixtures is between ten and fifteen feet. Light fixtures should be spaced apart in such a manner that the minimum average maintained horizontal footcandle does not fall below .9 footcandle.

- F. Landscaping - Plants can be used not only to add beauty and interest to otherwise hard surface commercial areas but they can also help to clean the air of pollution and buffer undesirable views, noises, winter winds and harsh sunlight.

1. All plants should meet the standards of the American Association of Nurserymen.

Overall composition and location of landscaped areas should complement the scale of the site's development and its surroundings. It should help give the site visual unity. Generally, larger and contiguous plant massings, well-placed, are preferred to small, disconnected planting areas.

The landscaping (both the kind of plant materials selected and their positioning) should be subtle and natural, minimizing the negative visual aspects of the site rather than being attention-getters. Unnatural looking plants with variegated or summer-long non-green foliage or with bizarre forms should be avoided or limited to special accents. Any such accents should have neutral planted backgrounds.

Plant materials selected should include some with seasonal interest (winter color, flowers, berries, good fall color, etc.). Generally, a significant amount (perhaps 1/3 to 2/3 shrub materials and, if appropriate, some trees) of the plantings should be evergreen.

Whenever possible planting beds should be wide enough for a varied foreground and background planting including both evergreen and deciduous materials. Such areas, if appropriate, should include evergreen trees, ornamental trees, and vertical accent shrubs. They may also include grass areas and/or planted earth mounds.

2. Street trees - Trees should be selected on the basis of their durability, height, form, color and amount of maintenance required.

Street trees should be medium or large trees with a single straight trunk to eight feet above ground before branching. They should be planted in the ground and not in containers.

Planting of trees which overhang (shade) paved areas including any adjoining public sidewalks, alleys, or streets is encouraged, so that the amount of pavement on the site and immediately surrounding it that is exposed to summer sun will be minimized.

Shade trees planted in commercial areas should be a minimum of two and one half inch caliper at time of planting.

3. Shrubs - Shrubs should be selected on the basis of their durability, height, form, color and amount of maintenance required.

Shrubs used for screening should have dense growth and be at least twenty-four to thirty inches high at time of planting.

Shrubs should be used to screen all trash containers/dumpsters from frontage views. Screens should also be utilized to conceal equipment and supplies.

4. Ground cover - Grass (turf) areas should not be over-used. Appropriate areas for grass may include areas under shade trees, slopes or mounds less steep than 3:1 slope, borders between pavement and planting beds, and as part of visual compositions including trees and taller shrubs.

Other planting areas may be thickly mulched (use 3 to 6 inches of chips or granular material, plastic sheeting not advised). That mulch should be well contained so that passersby, snow plows, etc. do not scatter it onto walks and other pavement.

For more information on the types of trees, shrubs, hedges, and ground covers to use in Indianapolis, with information about how to plant and maintain them, see the Division of Planning booklet, Planting Manual for Indianapolis.

5. Tree guards - If tree guards are used on public sidewalks of fifteen feet or less, they should not have an outside diameter greater than one foot six inches. Wide horizontal tree guards either obstruct car doors or the sidewalk. Flat tree grates that can be walked on are a better way of protecting the base of trees in highly used pedestrian areas.
6. Planters - In-ground planters are preferred over pots, planter boxes or raised planters. Plants usually survive better if they are not exposed to wind and cold as they are in pots, planter boxes or raised planters. In-ground plantings are more

natural and more easily removed if not wanted. A planter box full of dirt is difficult to remove.

In-ground planters should be used year round with seasonal flowers. If possible, evergreens should be placed in them for the winter months.

7. All landscaped yards must be adequately maintained. This includes regular mowing of lawn areas during the growing season and keeping yard areas free of weeds, trash, and litter. Dead or diseased plants should be replaced by the next growing season.

Plants should be selected and placed such that pruning is not necessary to maintain proper clearances for sight lines, utilities, etc.

The need for special maintenance of plants should be minimized by selection of hardy, tolerant species and placement in good locations for growth without damage.

Trees, shrubs, and sod should be adequately watered, fertilized, trimmed, and generally maintained to ensure survival and steady growth.

- G. Banners - Banners are pieces of fabric that bear emblems, mottos, slogans, etc. Banners are not permitted by the sign ordinance except during a seven consecutive day period related to a "grand opening" and for a period beginning two weeks prior to and ending three days following May 30 of each year, in relation to the "500" Festival.

- H. Flags - Flags are pieces of cloth that contain symbols or patterns used as national, state or local organizations. They are affixed to a flag staff attached to the building facade or a vertical flag pole. Flags should not be mounted as banners on building facades or horizontally project into the right-of-way where they will block significant views.

Flags are not to be permitted as signs.

- I. Sidewalk surfaces - Sidewalks should be made of concrete, stone or brick. Patterns of contrasting materials can be created to provide interest and help to delineate paths, activity areas and crosswalks.

Sidewalk surface materials should be integrated into the overall design concept for an area and be compatible with the street furnishings selected for an area. In no case should the sidewalk surface be so busy that it dominates the image of an area.

Unit masonry should be laid on a smooth and rigid base, so that a level walking surface is provided. Extremely rough walking surfaces, such as cobblestones, should not be used.

- J. Outdoor restaurants - Outdoor restaurants should be discouraged in the U.S. 31/South Madison Avenue area. Should there be any, they should be entirely on private property, located adjacent to retail business property, and should not be located near any residential use. Outdoor restaurants should be adequately separated from pedestrian and automobile traffic to provide for the comfort and safety of the patrons.
- K. Automobile barriers - Automobile barriers should be placed at the outer limits of roadways and parking areas when needed. Concrete (precast sections or poured-in-place) curbs or asphalt curbing is a typical barrier. Railroad ties, utility poles laid down, concrete wheel guards, and wood timbers should not be used as curbs.

Bollards are vertical posts approximately twenty to thirty inches in height. They should be made of metal or concrete and should be spaced no greater than five feet apart and no closer than three feet. Concrete bollards should have a scale and design that is compatible with other street furnishings in the area where they are placed. If pipe bollards are used, they should be at least four inches in diameter and they should be capped, painted, and galvanized.

If low walls are used, they should be compatible in materials and design with the adjacent buildings and be at least thirty-six inches in height but no higher than forty-two inches.

If posts and chains are used, they should be metal and not plastic. Posts should be no higher than thirty inches. Both the posts and chains should be painted to prevent rusting.

Guard rails should not be used as vehicle barriers in areas visible to the public.

- L. Bicycle racks - If bicycle parking is provided, it should be convenient enough to cyclist destinations that it will be used, and yet the parking area should be out of the way of major pedestrian movement. Bicycle parking should be in an area that has constant surveillance to help prevent bicycle theft. Spacing of parking stalls should be at least two feet to allow for easy circulation in and out. Racks that allow for locking both the wheels and the frame are most desirable.

- M. Telephone booths - Exterior pay telephones should be the stand up pedestal type or they should be on the side wall of a building. Telephones should not be oriented so that they attract use by motorists from their cars. This type of orientation compounds traffic circulation problems.
- N. Vending machines - Vending machines, other than newspaper vending machines limited to four feet tall by one foot six inches deep by two feet wide, should not be placed in the public right-of-way. No vending machine should be placed in front of the front building line and should be within an area that is specifically designed for their installation so that they do not block sidewalks, interesting aspects of a storefront or store windows.
- O. Fountains, statues and monuments - While there are now few fountains, statues and monuments in the study area, it may become desirable to place such an item in the area. In general, these items should be durable, out of the path of pedestrian flow and designed to fit the site they are to occupy.

SD-2. Components of Site Design

Components of site design are parking, landscaping, automobile circulation, fences and walls, earth work and loading areas. Development sites should be laid out so that vehicle and pedestrian circulation is both safe and logical.

Map 17 shows examples of how the site design components, when incorporated, can improve the aesthetics, access, traffic flow, etc., of an area.

- A. Parking - In an area that depends heavily on customers arriving in automobiles, parking is very important. It should not intrude on pedestrian environments, and yet it should be easy for the motorist to find. There shall be no on-street parking in the U.S. 31/South Madison Avenue corridor.
  - 1. Parking layout - Parking entrances, exits, aisles, bays and traffic circulation should be designed and constructed according to the specifications in Architectural Graphic Standards, Seventh Edition, Ramsey and Sleeper, John Wiley and Sons, Inc., New York, N.Y., except that parking spaces should be provided as set forth below.
  - 2. Number of spaces provided - The number of parking spaces for commercial or residential development should be provided in public parking lots in the following ratios:

Residential	1 space per unit
Office/Banks	1 space per 400 square feet GFA*
Medical/Dental Clinics	1 space per 200 square feet GFA*
Light Traffic Retail	1 space per 500 square feet GFA*
Heavy Traffic Retail	1 space per 250 square feet GFA*
Amusement	1 space per 200 square feet GFA*

GFA = Gross Floor Area

3. Standard size parking space - Parking spaces for standard sized cars should be not less than nine feet in width and eighteen feet in length; provided, however, that the total usable parking space shall be, in no instance, less than one hundred eighty square feet in total area.
4. Screening - Parking lots should be screened on all sides where they do not abut buildings. This may be either an architectural screen or a plant material screen.

Views of trash receptacles, truck loading/unloading areas, service areas, car stacking areas, etc. should be screened from view from the public right-of-way. Screens should consist of plantings, fences and/or walls whose design is visually integrated with the site's primary building.

Screening is to be primarily car height (about four feet) except where it might be a hazard to passersby or driver sightlines. Where important sightlines occur, shrubs exceeding 2' height should be set back about 30' from intersections and 10' or more from where driveways cross sidewalks or enter streets or alleys.

All paved areas and service areas visible from residential yards and windows, including upper story windows, should be buffered (but not necessarily totally screened) by vegetation or other screening materials.

- a. Architectural screen - Fences or walls should be of "wrought iron" (steel, aluminum, iron), brick, stone or other material which are compatible with surrounding buildings. Solid walls or fences should be between thirty-six and forty-two inches high, to screen parking or services, yet allow vision over it for security purposes. "See through" fences and walls should be used in



conjunction with plantings to prevent visual monotony. Full height, non-see through fences, walls, or plant screens should be used to screen dumpsters, loading docks, etc., and between commercial and residential land uses.

- b. A plant material screen - A compact hedge of evergreen or deciduous shrubs, at least twenty-four to thirty inches in height at the time of planting. Screening should be provided in a strip between three and six feet wide. Trees should be included in the strip with spacing depending on species. They should be at least 2 1/2 inches caliper at time of planting. The ground area between such wall, fence or hedge and the front lot line should be planted and maintained in grass, other suitable ground cover, or shrubbery. All shrubs and trees should be planted balled and burlapped.
- 5. Five percent of the total parking lot area should be used for interior landscaping. This should include one tree for every 300 square feet of interior landscaped area. The remaining interior landscaped area should be planted in ground cover or shrubs.
- 6. Parking access - Public parking lots in commercial areas should be designed to: reduce internal congestion, provide better access to more businesses through the use of an internal circulation system, provide a more aesthetic commercial area through an integrated planting plan, minimize potential conflicts with nearby residential traffic, and avoid traffic congestion on main thoroughfares through the reduction of curb cuts and well-planned entrances and exits.

Vehicular traffic related to commercial areas should not use streets or alleys with residential uses abutting them for access to commercial development. Vehicles should not be forced to back from or into the public right-of-way.

Traffic patterns, curb cuts, service areas, stacking areas, and parking should be sited or screened to minimize chance of headlights shining into any residential windows.

- 7. Parking surface - The ground surface of every parking lot in a commercial area should be paved with brick, concrete, asphaltic pavement or a similar paving that is durable and dust free. The hard surface should have a definite edge to it (metal edging, curbs, sidewalks, walls, planters, etc.)

8. Parking space markings - Parking spaces should be marked by surface paint or change in materials.
9. Parking illumination - Lighting should be provided in parking lots that are used at night. The lighting equipment should be located, shielded and directed so that the lighting distribution is confined to the area to be lighted.

Lighting levels for outdoor parking areas should be 2.0 footcandles. Lightpoles should be at least twenty feet high but not more than fifty feet high.

10. Wheel stops - Where a parking lot abuts a public sidewalk or a landscape strip, wheel stops or curbing should be placed two to three feet from the curb to avoid bumper overhangs into the sidewalk or landscape strip. Railroad ties, utility poles laid down, or wood timbers should not be used as wheel stops. Precast concrete wheel guards are the preferred material.
11. Handicapped parking - Retail stores that attract a large segment of the general public (supermarkets, ice cream parlors, bakeries, drugstores, etc.) and offices that similarly attract the public (banks, public offices, office buildings containing several offices, etc.) should provide parking for the handicapped.

Parking for the handicapped (13 feet wide by 18 feet deep, minimum) should be provided in public parking lots in the following ratios:

<u>Total Parking in Lot</u>	<u>Minimum Number of Accessible Spaces</u>
1 - 25	1
26 - 50	2
51 - 75	3
76 - 100	4
101 - 150	5
151 - 200	6
201 - 300	7
301 - 400	8
401 - 500	9
501 - 1000	2% of Total
Over 1000	2% plus 1 for each 100 over 1000

- B. Front yards - Front yards, where space is available and landscaped front yards are typical, should be landscaped in an open pattern in grass and shrubbery, trees and/or hedge to provide a partial screening of the commercial use. An ornamental, decorative fence or masonry wall, may be used in conjunction with the landscaping.

- C. Fences and walls - Fences or walls in the study area should be of the types described in SD-2, A, 4.

Except as a temporary use during construction, chain link should be used only sparingly in the U.S. 31/South Madison Avenue area. When used it should not (a) be permitted on sites that contain no structure, (b) be located in yards abutting public streets or on the front property line, (c) be visible from surrounding public streets, (d) be adjacent to or within 200 feet of residential units, and (e) be any finish other than vinyl clad or painted.

Barbed, concertina, or razor ribbon wire topped fences are not appropriate in commercial areas except for certain industrial sites and, in rare instances, certain commercial sites where it is out of public view.

- D. Earth berms - Berms may be used in conjunction with landscaping to separate conflicting uses as well as buffer noisy or unattractive areas. They are earthen barriers with sloping sides located between areas of approximately the same elevation. They should be landscaped sufficiently to deter erosion and yet be low enough to allow natural surveillance beyond.
- E. Loading and service drives - Off-street loading should be provided for commercial uses in the study area in accordance with the Commercial Zoning Ordinance which is generally summarized below.
1. Minimum area - Each off-street loading space should be at least twelve feet in width by at least fifty-five feet in length, exclusive of aisle and maneuvering space, and should have a vertical clearance of at least fifteen feet.
  2. Location and setback - All required loading spaces should be located on the same lot as the use served, and should be so designed and located that trucks should not back from or into a public street.  
  
No open loading space should be located in a minimum required front, side or rear yard.
  3. Screening - Any loading space on a lot abutting a residential district, separated by an alley from a residential district, or visible from major streets should be enclosed within a building or screened and landscaped.
  4. Surface of loading area - All open off-street loading areas should be paved with concrete or asphalt pavement to adequately provide a durable and dust free surface free of weeds.

## SIGNS

The primary purpose of signs should be to identify a place of business so that it can be found by potential customers. Signs should not dominate the environment (buildings, landscaped areas, vistas along streets, etc.) in which they are placed. When signs are allowed to dominate their environment, visual chaos results and information offered to the public becomes difficult or impossible to comprehend. A set of sign standards should achieve business identification and a brief description of the primary goods or services provided yet prevent this chaos.

Development of sign standards that are more detailed than the Sign Regulations of Marion County Indiana are to make sure that signs are:

1. Compatible in color, style, construction, location, etc. with the surrounding environment,
2. As simple and straightforward as possible in identifying businesses and their primary products,
3. Easy to read, and
4. Not in competition with or confused with traffic control or safety devices.

### Standards

#### S-I. Sign Types:

- A. Projecting sign - a sign that is attached to a building and projects outward more than eighteen inches. Projecting signs can block scenic views and neighboring signs, so projecting signs are recommended only on facades that do not front on streets (they may be on facades facing on streets if they are more than 50 feet from the right-of-way line).
- B. Pole sign - a sign which is supported by one or more uprights from the ground. Pole signs are typical in the U.S. 31/South Madison Avenue Corridor and, therefore, new pole signs are appropriate in the area. Pole signs should be fifteen feet from the right-of-way lines. Pole signs, similar to projecting signs, can block scenic views and neighboring signs, so it is recommended that, as much as possible, signs for several tenants should be combined on one pole.
- C. Ground sign - a sign which is supported from the ground with a sign surface extending downward to or near ground level. Ground signs, as permitted by the Sign Ordinance, may be no taller than four feet in height.

- D. Wall sign - a sign which is affixed to an exterior wall of a building, but which does not constitute a projecting sign. Since wall signs effectively identify businesses but do not block views, they are highly recommended for the U.S. 31/South Madison Avenue area.

Content on wall signs should be limited to the identification of the business only. "Laundry lists" of products should be in the form of window signs.

- E. Roof top sign - a sign affixed to the roof of a building. Since roof signs have a very significant visual impact on the area in which they are placed, it is recommended that no new roof signs be constructed in the study area.
- F. Vertical sign on a building facade - a sign running continuously from the lower level to the upper level of a building as either a projecting sign or a sign flat on the building. Since this type of sign is not common in the U.S. 31/South Madison Avenue area (few buildings above one story), and since it can have the same effect of blocking views as a projecting sign, this type of sign should not be permitted for the study area.
- G. Cube sign and other signs with more than two faces - a sign with more than two faces in the form of roof top, projecting, ground or pole sign. Since these signs are necessarily bigger than a single or double faced sign, they should not be permitted in the study area.
- H. Awning sign - a sign on a fabric structure extended over a building door or window. Awnings can have the name of the business, and business address that represents the primary business at that address. Since awnings used as signs combine the functions of identifying the business, shading windows and protecting pedestrians from the weather, they are recommended for the U.S. 31/South Madison Avenue area. One drawback is that when a business changes they have to be changed also.
- I. Marquee sign - a sign on a roof-like projection over entrances. A movie marquee is an example. Since this type of sign is not common in the study area and it has the same effect of blocking views as a projecting sign or a cube sign, it should not be permitted in this area.
- J. Canopy sign - a sign on a roof-like projection over a door or window or on a fabric or roof-like

sidewalk cover. When canopy signs are used in the study area, they should be integrated into the architecture of the building on which they are placed.

- K. Billboard - a sign supported from the ground, affixed to a wall or building roof for a series of alternating advertising. Since billboards have a very significant visual impact on the area in which they are placed and there are already a number of billboards along U.S. 31/South Madison Avenue, it is recommended that no new billboards be constructed in the study area.

- L. Window sign - a sign placed in, behind, affixed to or painted on a window so that it can be seen from the public right-of-way. Included are neon signs, temporary sale signs, sign boards, and painted signs. Window signs are common in the study area, and therefore they are recommended for future use.

Window signs may be used to identify the business, list major items sold or advertise sales or prices (sales and price signs should be only temporary).

- M. Miscellaneous signs - There are certain types of business identification that do not fall into any of the above categories such as large balloons, either on the ground or in the air; pennants; portable signs; large statue-like figures; immobile vehicles with signs on the sides, etc. These types of signs are not permitted by the Sign Ordinance.

In general these types of signs simply add to the visual chaos of an area, and therefore are not recommended for the U.S. 31/South Madison Avenue area.

## S-II. Classification of Content:

- A. Advertising sign - a sign which directs attention to any business, product activity or service that is not the primary business, product, activity or service conducted on the premises upon which such sign is located.
- B. Business sign - a sign which directs attention to a business, building, product, activity or service manufactured, sold or offered on the premises where such sign is located. Business signs should not contain advertising such as the logo of a product that is not the primary product sold on the premises.

It is assumed that every business in the study area may have at least one business sign.

- C. Incidental sign - a sign that designates accessory uses direction, identification, information or real estate for sale, rent or lease. It is assumed that businesses in the study area will have need for incidental signs.

S-III. Sign Construction:

- A. Materials - In general signs should be constructed out of durable materials that are compatible with the surrounding area or the building on which they are placed.
1. Wooden sign - a sign constructed primarily of either wood or plywood. Wooden signs are fairly common in the U.S. 31/South Madison Avenue area, especially painted plywood. As long as they are well maintained, wooden signs are acceptable in this area.
  2. Metal sign - a sign constructed primarily of metal, either painted or natural finish. It may be a continuous sheet or individual letters. Metal signs are acceptable in the study area.
  3. Plastic sign - a sign constructed primarily of plastic, although it may be a plastic face in a metal box. It may be in the form of a continuous sheet or individual letters. Plastic signs are both common and acceptable in the U.S. 31/South Madison Avenue area.
  4. Neon sign - a sign made of glass tube filled with neon gas which glows when an electric current passes through it. They are usually placed inside store windows. Neon signs are acceptable in the study area.
  5. Electronic message sign - a sign made up of many individual light bulbs set in a grid and electronically controlled to change the message on the sign. This is not a common sign type in the study area and tends to add to or create visual chaos when used, and therefore is not recommended for use in the study area.
  6. Changeable copy sign - a sign board with lettering that can be manually changed to alter the sign message. These signs are acceptable in the study area. Twenty-five percent of any wall, roof, pole or projecting sign may be a reader board sign.
  7. Painted sign - a sign painted directly on the surface of a building. This type of sign should

not be permitted in the study area, especially in situations where the surface to be painted has never been painted before. When tenants change it is easier to remove a separate sign than it is to remove paint from a building wall.

- B. Sign color - In general signs should have colors that are compatible with the immediate environment in which they are placed. Sign lettering should contrast with the background it is placed on so that it can be read, but it should not contrast so much that it dominates the surrounding environment.

The color of individual letter signs should complement the surface they are placed on. The dominate feature of any sign that has a background should be the lettering and not the background. Similarly, internally lit signs should generally have a dark background and light letters to feature the letters and not the background.

- C. Sign illumination - If it is necessary to illuminate a sign for use at night, it should be done in such a way that the means of lighting does not dominate the sign.

1. External illumination - lit by shining lights on the sign. This can be accomplished in a number of ways: concealed ground lights, valance lights, shaded spot lights, etc. Bulbs in fixtures that are used for external illumination of signs should be concealed from public view. In no case should bare bulbs be used to illuminate or draw attention to a sign.
2. Internal illumination - lit by fixtures inside the sign that shine through a translucent surface.

Both internal and external illuminated signs are appropriate in the study area. Flashing lights should not be used.

Any lit signs should be shielded from view from any nearby residential windows.

- D. Sign letters -

1. Style - Style of lettering should be selected on the basis of legibility. Helvetica with a combination of upper and lower case letters is an example of an easy to read lettering style. The letters need to be simple and open.
2. Height - A typical maximum height for sign lettering in the U.S. 31/South Madison Avenue



area is twenty-four inches. This should be the maximum permitted in the area. Signs should be of a smaller scale in the Madison Avenue corridor than the U.S. 31 corridor.

E. Sign location -

1. Pole sign - If a pole sign is used (see S.I.B. above), the bottom edge of the sign should be at least nine feet from the ground, the top edge no higher than twenty feet and all portions of the sign should be behind the existing building setback lines from adjacent street rights-of-way.
2. Ground sign - Ground signs should also have all portions of their structure behind existing right-of-way lines.
3. Wall sign - Wall signs should be located on the strip of building front located between the top of the first level windows and the top of the facade on one story buildings, and between the top of the first and the bottom of the second level windows of a multi-story building. They should be located only on the front of building facades with frontage on public streets. Wall signs should be applied so that they blend in with the details of the storefront and not cover decorative brick work, transom windows, etc.
4. Window sign - Opaque signs placed on windows should be out of the normal vision lines for people on the sidewalk, usually at the top of the window. Name of business signs that can generally be seen through (individual letters) can be at eye level.
5. Incidental sign - Since most incidental signs are smaller than advertising and business signs, and since they may serve a number of different functions, the location of these signs must be reviewed individually.

It should be said, though, that they should not impede the vision of motorists or pedestrians or be placed in the right-of-way.

F. Sign size -

It is recommended that the maximum amount of sign square footage for all signs on any one street frontage of a business is one hundred square feet. The maximum recommended size for each sign type in the U.S. 31/South Madison Avenue area is shown below:

1. Pole sign -

<u>Linear Ft. or Frontage</u>	<u>Max. Sq. Ft. of Sign Surface</u>
0 - 100	60
100 - 200	100
200+	250

Integrated center - In addition to wall signs (100 sq. ft. each max.), businesses in an integrated center may have signs on a combined pole sign. Each of these signs should be no larger than 24 sq. ft. There may be an additional sign on the pole identifying the center. These signs should be no larger than 70 square feet.

	<u>Max. Sq. Ft. of Sign Surface</u>
2. Ground sign -	24
3. Wall sign -	Total of 100
4. Projecting sign - (not on a facade fronting on a street unless 50 ft. from R.O.W.)	24
5. Window sign -	
Permanent -	25% of glass
Temporary -	15% of glass
(window signs should allow normal vision into store windows)	
6. Incidental sign -	6

G. Number of Signs -

1. Corner Lots
  - One pole sign and two wall signs,  
or
  - One projecting sign and two wall signs,  
or
  - One ground sign and two wall signs,  
or
  - Three wall signs.

2. Interior Lots

One pole sign and one wall sign

or

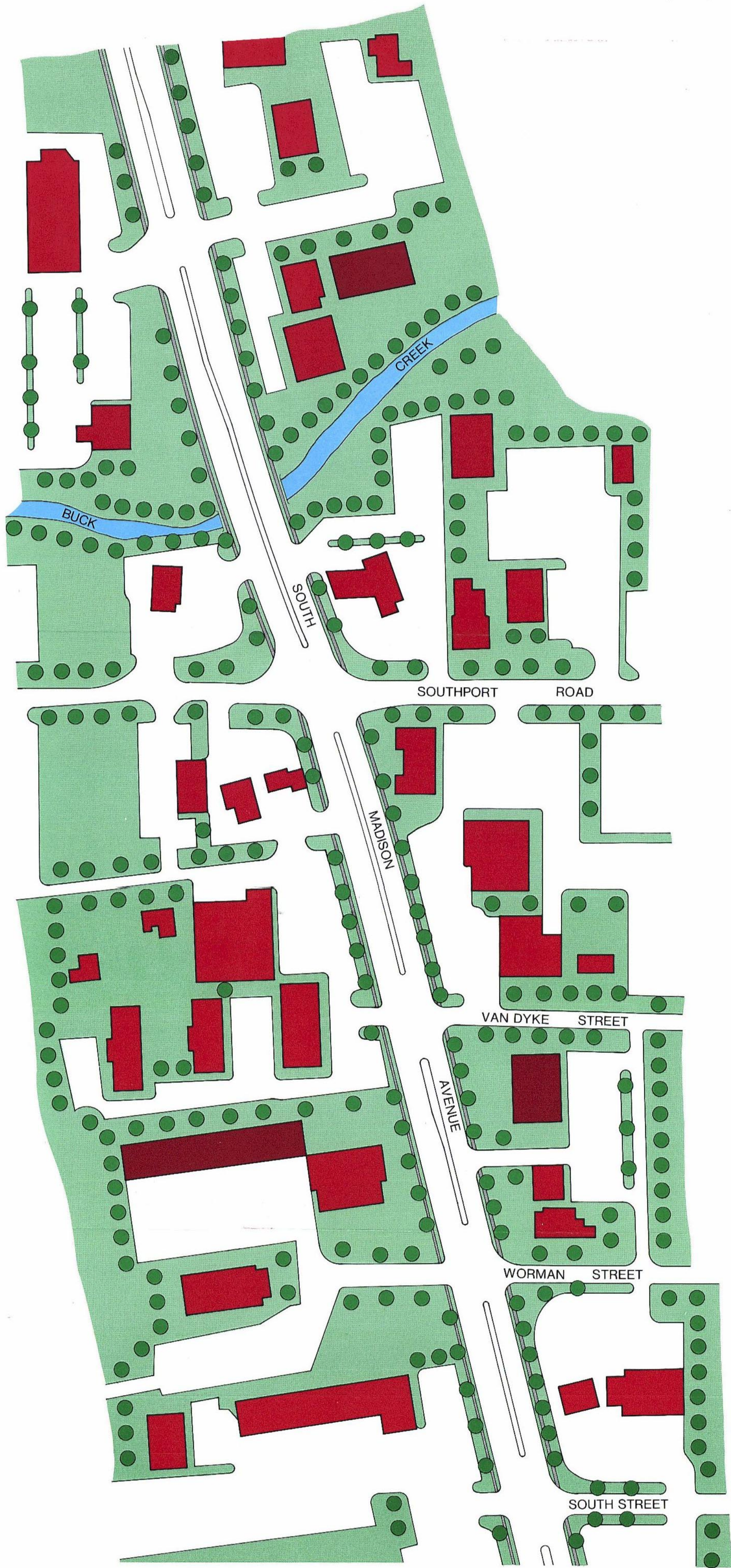
One projecting sign and one wall sign

or

One ground sign and one or two wall signs.

If an interior lot has a frontage of more than two hundred feet in width, then the property may have the same number and combination of signs as described above for corner lots.





MAP 17

# U.S. 31/SOUTH MADISON AVENUE CORRIDOR PLAN SITE DESIGN SCHEME FOR MADISON AVENUE

- EXISTING COMMERCIAL BUILDING
- PROPOSED COMMERCIAL BUILDING
- SIDEWALKS
- TREES
- GRASS

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Department of Metropolitan Development  
Division of Planning  
Indianapolis - Marion County, Indiana



CORRIDOR STUDY FOR  
U. S. 31/SOUTH MADISON AVENUE  
PART THREE -- APPENDICES

**APPENDIX A**

**PERMITTED USES IN COMMERCIAL ZONING DISTRICT**

PERMITTED USES IN COMMERCIAL ZONING DISTRICTS

	C-1	C-2	C-3	C-3C	C-4	C-5	C-6	C-7	C-1D
Accessory, Convenience									
Retail Sales and Services									
in Offices and Apartments		X*							
Accounting, Auditing, and									
Bookkeeping Services	X	X	X	X	X	X		X	
Advertising Services	X	X	X	X	X	X		X	
Adult Bookstore					X(SE)*	X(SE)*		X(SE)*	
Adult Theatre (amusement					X(SE)*	X(SE)*		X(SE)*	
recreation, entertainment)									
Air Conditioner Sales &					X	X		X	
Service (window type)									
Air Conditioner Sales &									X
Service (central type)									
Alcohol - Package Liquor									
Store			X*		X*	X*		X*	
Alignment, wheel						X		X	
Ambulance Service						X		X	
Amusement Arcade					X(SE)*	X(SE)*		X(SE)*	
Animal Hospital					X	X		X	
Antique Store			X	X	X	X		X	
Apartment Hotels						X	X	X	
Apartments (attached or									
detached multi-fam. dwell)		X							
Apparel Shop			X	X	X	X		X	
Appliance Sales and									
Service - Major					X	X		X	
Appliance Sales and									
Service - Small			X	X	X	X		X	X
Archery						X		X	
Architectural Offices	X	X	X	X	X	X		X	
Art School					X	X		X	
Arts and Crafts Studio			X	X	X	X		X	
Athletic Club					X	X		X	
Auctions (and Auctioneer)						X		X	
Auditoriums	X	X	X	X	X	X		X	
Auto and Tire Center					X*	X*		X*	
Auto Paint Shop						X*		X*	
Auto Parts Sales					X*	X		X	
Auto Rental						X		X	
Auto Repair Garage									
(including transmission,									
painting and radiator						X*		X*	
Auto Rustproofing					X*	X*		X*	
Auto Sales, new or used,									
service and repairs					X*	X*		X*	
Auto Storage of new or									
used vehicles									X
Auto Trailer Rental								X	
Auto Wash (automatic)					X*	X*		X*	
Awning Contractors									X
Bait and Tackle Shop			X	X	X		X		
Bakery (retail)			X	X	X		X		
Ballrooms (public)					X		X		
Banks	X	X	X	X	X	X		X	
Barber School					X	X		X	
Beauty Shop			X	X	X	X		X	

	C-1	C-2	C-3	C-3C	C-4	C-5	C-6	C-7	C-1D
Bicycle Sales, Service and/or repair (conducted within enclosed buildings)						X*		X*	
Bicycle Store			X	X	X	X		X	
Billiard Parlor					X	X		X	
Blue Printing					X	X		X	
Boat Sales and Service and Storage								X	
Body Shop - Auto						X*		X*	
Bottled Gas Storage and Distribution									X
Bowling Alley					X	X		X	
Brokerage Firms	X	X	X	X	X	X		X	
Building Contractors									X
Building Materials - Retail (outside storage)									X
Building Materials - Retail (no outside storage)					X	X		X	
Bus Garage & Maintenance								X	
Bus Sales, New or Used, Service and Repair								X	
Business Office	X	X	X	X	X	X		X	
Candle Shop			X	X	X	X		X	
Car Wash (completely indoors, self-service automatic or semi-autom.)					X*	X*		X*	
Card Shop			X	X	X	X		X	
Carpet Sales			X		X	X		X	
Catering Service						X		X	
Cemetery Monuments & Tombstones								X	
Ceramic Shop			X	X	X	X		X	
Charitable Institution									
Donation Pick-up Station			X	X	X	X		X	
Christmas Tree Sales (Temporary seasonal use)					X*	X*		X*	
Civic Club	X	X	X	X	X	X		X	
Clerical School	X	X	X	X	X	X		X	
Club Rooms					X	X		X	
Commercial Amusement (or entertainment or recreation) - Indoor					X	X		X	
Commercial Parking Lots and Structures					X	X		X	
Commissary and similar									
Retail Food Preparation						X		X	
Community Center	X	X	X	X	X	X		X	
Community Shopping Center (90,000-275,000 sq ft gfa)					X	X		X	
Condominium		X							
Construction Company									X
Consumer Services Office	X	X	X	X	X	X		X	
Contractors (i.e., painting, decorating, roofing, awnings, etc)									X
Convalescent (Homes)	X	X							



	C-1	C-2	C-3	C-3C	C-4	C-5	C-6	C-7	C-10
Correspondence School	X	X	X	X	X	X		X	
Crating and Packaging Serv									X
Credit Service	X	X	X	X	X	X		X	
Custard Stand					X*	X*		X*	
Custom Glass Fabrication and Installation								X	
Dairy Products - Retail			X	X	X	X		X	
Dance Hall					X	X		X	
Dance School or Studio (instruct. purposes only)					X	X		X	
Data process. or analysis	X	X	X	X	X	X		X	
Day Nursery	X	X							
Decoration Contractor									X
Delicatessan			X	X	X	X		X	
Dental Clinic & Laboratory	X	X	X	X	X	X		X	
Dental Office	X	X	X	X	X	X		X	
Department Store					X	X		X	
Disco					X	X		X	
Discount Store					X	X		X	
Disinfection and Extermin- ation service contractor									X
Distributor									X
Doctor's Office	X	X	X	X	X	X		X	
Dog Grooming			X	X	X	X		X	
Dog Training or Schooling (No boarding)			X	X	X	X		X	
Dressmaking Shop			X	X	X	X		X	
Drive-In Restaurant					X*	X*	X*	X*	
Drive-In Theatre						X		X	
Driving Range - Golf						X		X	
Drug Addiction Counseling Office	X	X	X	X	X	X		X	
Drug Medical Stations (Clinic)	X	X	X	X	X	X		X	
Drug Store			X	X	X	X		X	
Dry Cleaning (self-serv.)			X	X	X	X		X	
Dry Cleaning Pick-up Station			X	X	X	X		X	
Dry Cleaning Plant									X
Dry Goods Store			X	X	X	X		X	
Educational Institution	X	X	X	X	X	X		X	
Electrical Contractor									X
Electrical Supplies (retail sales)			X	X	X	X		X	
Engineering Office, Professional	X	X	X	X	X	X		X	
Equipment Rental, both heavy and light								X	
Extermination and Disin- fection Service Contractor									X
Fabric Store			X	X	X	X		X	
Farm Equipment Sales and Service								X	
Firing Range (indoors)					X	X		X	
Flea Market (indoor)					X	X		X	
Flea Market (outdoor)						X		X	

[illegible]

[illegible]

	C-1	C-2	C-3	C-3C	C-4	C-5	C-6	C-7	C-1D
Music School					X	X		X	
Music Store (Including records, instruments)			X	X	X	X		X	
Neighborhood Shopping Comp.			X		X	X		X	
Newspaper Publishing & Printing					X	X		X	
Newspaper Substation, Distribution			X		X	X		X	
Night Club					X	X		X	
Nursery Plant (seasonal) Sales					X*	X		X	
Nursery School	X	X							
Nursing Homes	X	X							
Obedience School (no boarding)			X	X	X	X		X	
Office Supplies			X	X	X	X		X	
Office Use or Complex	X	X	X	X	X	X		X	
Off-Street Parking Lots					X	X		X	
Oil Storage & Distribution									X
Optical Goods (sales and service)			X	X	X	X		X	
Optometrist	X	X	X	X	X	X		X	
Outdoor Food or Beverage Sales					X*	X*	X	X*	
Outdoor Storage								X*	X*
Packing & Crating Service									X
Paint and Wallpaper Store			X	X	X	X		X	
Paint (Auto) Shop						X*		X*	
Painting Contractor									X
Parking Lots & Structures (Commercial)					X	X		X	
Personal Serv. Establishm.			X	X	X	X		X	
Pest Control Contractor									X
Pet Shop			X	X	X	X		X	
Pharmacy			X	X	X	X		X	
Photocopying					X	X		X	
Photographic Studio			X	X	X	X		X	
Photographic Supplies			X	X	X	X		X	
Photography School					X	X		X	
Physicians Office	X	X	X	X	X	X		X	
Plant Sales (Temporary Seasonal Use)					X*	X		X	
Plumbing Contractor									X
Plumbing, sales and Service					X	X		X	
Post Office			X*		X*	X		X	
Printing Establishment					X	X		X	
Private Club					X	X		X	
Produce Stand					X*	X		X	
Produce Terminal									X
Professional Business Schl	X	X	X	X	X	X		X	
Propane Gas Storage and Distribution									X
Radiator (Auto) Repair Shop						X*		X*	

[illegible]

	C-1	C-2	C-3	C-3C	C-4	C-5	C-6	C-7	C-10
Storage of Heavy Equipment - indoor									X
Storage of Heavy Equipment - outdoor									X
Storage of Trucks - indoor									X
Storage of Trucks - outdoor									X
Storage Contractor									X
Surgical Supply Firm			X		X	X		X	
Swimming Pool Sales and Outdoor Display								X	
Tailor			X	X	X	X		X	
Tavern			X*		X*	X*		X*	
Television Service			X	X	X	X		X	
Television Studio and Office (only)	X	X	X	X	X	X		X	
Tennis Facility - indoor					X	X		X	
Testing Laboratory									X
Theatre - Indoor					X	X		X	
Theatre - outdoor						X		X	
Tire and Office Service Center					X*	X*		X*	
Tire Recapping									X
Tombstone - including engraving								X	
Tool Rental						X		X	
Tractor (over the road) Sales & Service								X	
Trade School					X	X			
Trading Stamp Service			X	X	X	X		X	
Trailer and Farm Equipment Sales and Service								X	
Trampoline Center						X		X	
Transfer Establishment									X
Transmission Repair Shop						X*		X*	
Travel Trailer Sales and Rental								X	
Truck Cleaning, Service, Repair and Rental								X	
Truck (over 1/2 ton) Sales and Service								X	
Truck (1/2 ton or less) Sales & Repair, New/Used					X*	X		X	
Truck Storage - Indoor								X	X
Truck Storage - Outdoor								X	X
Typesetting					X	X		X	
Uniform Clothing Store			X	X	X	X		X	
Upholsterer, Furniture Repair									X
Upholstering Shop									X
Union Hall, (office and assembly room)	X	X	X	X	X	X		X	
U-Haul Trailer Rental								X	
Variety Store			X	X	X	X		X	
Veterinarian					X	X		X	
Veteran's Club					X	X		X	
Wallpaper and Paint Store			X	X	X	X		X	

	C-1	C-2	C-3	C-3C	C-4	C-5	C-6	C-7	C-1D
Warehouse & Distribution Operation (enclosed in a Building)									X
Wearing Apparel and Accessory Store			X	X	X	X		X	
Wheel Alignment (auto)					X*	X*		X*	
Wholesaler									X
Window Contractor									X
Wrecker Service - Incidental Towing Only			X		X	X		X	X

\*The asterisk denotes that the particular use is permitted in the district only under certain conditions and reference should be made to the appropriate ordinance for details of those conditions.

Anytime "(SE)" is denoted on the list, it is an indication that this particular use is permitted in this district only by grant of Special Exception by the board of zoning appeals.

**APPENDIX B**

**BUSINESS SURVEY**



The Indianapolis Division of Planning is asking for your assistance in the analysis of business needs and concerns in your area. The information you provide will enable us to more accurately determine the strengths and weaknesses within the U.S. 31/South Madison Avenue Corridor.

Please complete the survey and mail it by DECEMBER 11, 1987, postage paid, back to the Division of Planning. Your cooperation is greatly appreciated.

If you have any questions about the survey, contact Steve Ranshaw, Division of Planning, at 236-5121.

SR/KJ.567.

1. Type of business.

☐ Retail ☐ Wholesale ☐ Manufacturing ☐ Office

a. If retail, is business an auto-related activity?

☐ Yes ☐ No

2. Is this business part of a franchise?

☐ Yes ☐ No

3. Length at present location.

<input type="checkbox"/> Less than 3 years	<input type="checkbox"/> 6 to 10 years
<input type="checkbox"/> 3 to 5 years	<input type="checkbox"/> 11 to 20 years
	<input type="checkbox"/> 21 + years

4. Which of the following was the single most important factor to you in choosing this location?

<input type="checkbox"/> Cost of space available	<input type="checkbox"/> Sales potential due to traffic volume
<input type="checkbox"/> Good interstate access	<input type="checkbox"/> Sales potential due to surrounding neighborhoods
<input type="checkbox"/> Access to site	<input type="checkbox"/> Other _____
<input type="checkbox"/> Size or type of space available	

5. Which of the following do you see as most detrimental to your business?

☐ Crime Control  
☐ Declining Neighborhood  
☐ Lack of parking  
☐ Access to site  
☐ Commercial building in disrepair  
☐ Crime  
☐ High traffic volume  
☐ Low traffic volume  
☐ Other \_\_\_\_\_

6. Including yourself, how many employees work here?

<input type="checkbox"/> Full time (35+ hours)	<input type="checkbox"/> Part time (less than 35 hours)
--	---

7. How many square feet does your building occupy?

\_\_\_\_\_ sq. ft.

8. Are you purchasing or renting your building?

☐ Purchasing    ☐ Renting    ☐ Own Outright

a. If respondent rents: Is the building managed/  
owned by a firm or individual in Marion County?

☐ Yes

☐ No

9. How old is the building in which your business is located?

☐ Less than 5 years old

☐ 11-20 years old

☐ 5-10 years old

☐ 21-30 years old

☐ Over 30 years old

10. Have you or the building owner made any of the following improvements to your building or site in the past five years? (X = "Yes")

☐ New roof

☐ Paint - exterior or interior

☐ Wiring

☐ Landscaping

☐ Plumbing

☐ Parking

11. Do you plan to make any of the following improvements to your building or site in the next two years?

☐ No plans to improve

☐ Roof

☐ Wiring/plumbing

☐ Parking

☐ Paint-exterior

☐ Paint-interior

☐ Landscaping

☐ Other \_\_\_\_\_

12. Do you plan to expand your business in the next 2 years?

☐ Yes

☐ No

☐ At this location

☐ At another location

13. What effect does your present location have on your decision to improve, expand or relocate your business?

\_\_\_\_\_  
\_\_\_\_\_



22. Do you feel this area (Madison Avenue, U.S. 31 and County Line Road) can support a continued increase in commercial business?

\_\_\_\_ Yes

\_\_\_\_ No

Name of  
Business  
(Optional)  
Address

Comments:

Mailing Instructions:

1. Fold survey so the Business Reply is on the exterior.
2. Staple or tape along edge to close.
3. No stamp needed.

U.S. 31/SOUTH MADISON AVENUE CORRIDOR STUDY TASKFORCE

David Alexander  
Donald Amt  
Dennis Anderson  
Myron Barnard  
Patty Boger  
Steve Boston  
Tom Cady  
Pat Chastain  
Mary Curtis  
Doug Fortuna  
Gilbert Gordon  
Mary Green  
Herman Hagner  
Arno Haupt  
David Hodges  
Linda Hodges  
Rosemary Hitzler  
Robert Hollingsworth  
Thomas Holt  
Jerry Karwowski  
Karen Keaton  
John Laskowski  
Bert Lopshire  
Bill Maschmeyer

Tom Metzler  
Dave Middleton  
Ray Mobley  
James Nuttall  
Tom O'Brien, Jr.  
Becky Pauley  
Mary Lou Payne  
Pat Poe  
Tom Pollard  
Jane Ryan  
Patrick Ryan  
Joe Sergi  
Wallace Sims  
Linda Spencer  
Frank Spivey  
Mary Stansbury  
Robert Stansbury  
Rosemarie Sylvester  
Don Wallace  
Ken Wheeler  
Edward Wojtowicz  
Ralph Yacko  
Lou Zickler



ADMINISTRATION AND POLICY DIRECTION

The Honorable William H. Hudnut, III, Mayor

METROPOLITAN DEVELOPMENT COMMISSION  
Robert Samuelson, President

Dr. Lehman D. Adams, Jr., DDS	Lois Horth
George M. Bixler, Jr.	Mary Ann Mills
James J. Curtis	Michael Rodman
Michael J. Feeney	James Wade, Jr.

INDIANA STATE SENATE  
The Honorable Lawrence M. Borst

SOUTHPORT, INDIANA  
The Honorable Robert Anderson, Mayor

CITY-COUNTY COUNCILLORS (AND DISTRICTS)

The Honorable Dr. Phillip C. Borst (AL) \*1986 (25)  
The Honorable Beulah Coughenhour (24)  
The Honorable David P. McGrath (20)  
The Honorable Donald W. Miller (25) \*1986

PERRY TOWNSHIP ASSESSOR  
The Honorable Mary K. Gillum, Assessor  
Allen Brassard, Chief Deputy

DEPARTMENT OF METROPOLITAN DEVELOPMENT  
M. D. Higbee, Director

DIVISION OF PLANNING  
Stuart Reller, Administrator  
David Kingen, Deputy Administrator  
Steven J. Ranshaw, Senior Planner  
(Planner in charge)  
Michael Graham, Principal Planner  
Edward J. Mitro, Principal Planner  
Phil G. D. Schaefer, Senior Planner  
Steven C. Lains, Senior Planner

DEPARTMENT OF PUBLIC WORKS  
Allen McFearin, Drainage and Flood Control

DEPARTMENT OF TRANSPORTATION  
Michael J. Williams, Grants Coordinator

INDIANAPOLIS HISTORIC PRESERVATION COMMISSION  
William L. Selms, Historian

DRAFTING AND REPRODUCTION  
Phil Pettit, Superintendent      John Roberts, Draftsman  
Ken Percy, Printing Supervisor      Darrell Walton, Draftsman

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Charity Livingston      Kelly Palmer  
Ellen Moore